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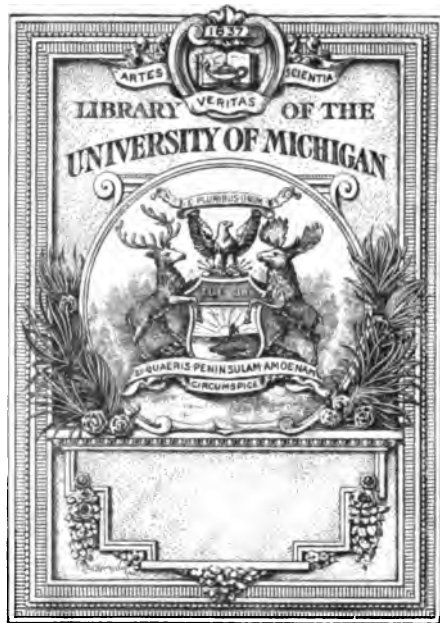
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ACCOUNTS AND PAPERS:

FIFTY-SIX VOLUMES.

—(4.) —

ARMY—continued.


ROYAL PATRIOTIC FUND ; RECRUITING ;
VOLUNTEERS ; WAR OFFICE ORGANISATION ;
YEOMANRY.

Session

23 *January* 1901 — 17 *August* 1901.

VOL. XL.

1901.



ACCOUNTS AND PAPERS:

1901.

FIFTY-SIX VOLUMES:—CONTENTS OF THE

FOURTH VOLUME.

N.B.—*THE* Figures at the beginning of the line, correspond with the N° at the foot of each Paper; and the Figures at the end of the line, refer to the MS. Paging of the Volumes arranged for The House of Commons.

ARMY—continued.

Royal Patriotic Fund :

- ✓ 164. Return for Account of the Net Moneys or Securities paid over or transferred to the Commissioners of the Royal Patriotic Fund on behalf of and for the relief of the Families, or Near Dependents, of the Officers and Men of Her Majesty's Forces, including the Colonial troops, who have lost their lives in, or in consequence of, the war operations in South Africa; also Schedule of the Widows, Children, or Near Dependents, or other Cestui que Trusts, ascertainable up to date, entitled to benefit under such Scheme, and the amounts and conditions of their relief. p. 1

Army (Recruiting) :

- ✓ [Cd. 525.] Return showing the Number of Recruits who joined the Cavalry (including Household Cavalry), Royal Artillery, Infantry (including Foot Guards), and Militia respectively, in the first three months of each year, from 1897 to 1901 inclusive. 99

Rifle Ranges (Switzerland) :

- ✓ [Cd. 523.] Report by Major the Hon. T. F. Fremantle, 1st Bucks Volunteer Rifle Corps, and Captain E. C. H. Grant, Argyll and Sutherland, on Swiss Rifle Ranges. 103

Army (Volunteer Corps) :

- ✓ [Cd. 609.] The Annual Return of the Volunteer Corps of Great Britain for the Year 1900. 113
- ✓ [Cd. 610.] Strength of Volunteer Service Companies and Drafts embarked for South Africa in 1900. 175

Army (War Office Organisation) :

- ✓ [Cd. 580.] Report of the Committee appointed to inquire into the War Office Organisation. 179
- ✓ [Cd. 581.] Minutes of Evidence ; with Appendices, Digest, and Index. 207

VOL. XL.—1901.

Army (Yeomanry Cavalry) :

- ✓ [Cd. 468.] Yeomanry Cavalry Training Returns for 1900. p. 731

Army (Yeomanry Committee) :

- ✓ [Cd. 466.] Committee on the Organisation, Arms, and Equipment of the
Yeomanry Force. 735
-

ROYAL PATRIOTIC FUND.

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JAN 20 1900

RETURN to an Address of the Honourable The House of Commons,
dated 14 December 1900 ;—for,

“ RETURN for (1) Account of the Net Moneys or Securities paid over or transferred to the Commissioners of the Royal Patriotic Fund on behalf of and for the relief of the Families, or Near Dependents, of the Officers and Men of Her Majesty’s Forces, including the Colonial troops, who have lost their lives in, or in consequence of, the war operations in South Africa ; (2) Schedule of the Widows, Children, or Near Dependents, or other Cestui que Trusts, ascertainable up to date, entitled to benefit under such Scheme, and the amounts and conditions of their relief, in the following form :—

SCHEDULE OF BENEFICIARIES.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.

War Office, }
10 May 1901. } STANLEY.

(Mr. Kearley.)

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10 May 1901.

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TRANSVAAL WAR FUND

FOR

WIDOWS, ORPHANS, OR OTHER DEPENDENTS OF OFFICERS OR MEN, BRITISH OR COLONIAL FORCES, who lose their lives in the War with the Boers.

SCHEDULE OF BENEFICIARIES.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Middleton - Sergt.	Jane Chambers Middleton.	William - - -	9 May 1899	
James Traynor - - Corpl.	Mary Traynor - -	James - - -	1 Feb. 1899	
John Smith Raffan - Sergt.	Mary Ann Raffan -	Thomas Henry Beathe John - - - William - - - Jane Ann - - - Jessie - - -	12 Feb. 1893 8 Aug. 1894 1 Sept. 1895 20 Feb. 1897 12 Jan. 1899	
Martin Agg - - - Sergt.	Mary Agg - - -	Martin Reginald -	27 Feb. 1899	
John Thomas Chadwick - Pte.	Mary Chadwick -	Jessie - - -	10 July 1898	
William Wilson - - Corpl.	Mary Ann Wilson.	—	—	
William Ogle - - Pte.	Sarah Ogle - - -	Elizabeth Violet -	19 Mar. 1899	
Joseph Goodson - - Pte.	Elizabeth Constance Goodson.	—	—	
James Michael Carty - Pte.	Louisa Annie Carty -	James Henry Florence - -	29 Apr. 1897 18 Oct. 1898	
James Lynn - - - Pte.	Sarah Ann Lynn -	Milda Kathleen - Nora Elsie - - Winifred - - -	8 Feb. 1896 17 May 1898 26 Dec. 1899	
Arthur Henry Feltham - Pte.	Annie Feltham.	—	—	
Frank Watmuff - Lee-Sergt.	Charlotte Watmuff.	—	—	
John Thomas Bower - Pte.	Beatrice Bower.	—	—	
William Mitchell - - Pte.	Jessie Ellen Mitchell -	George William - Alexander - - Donald Noel - -	21 Apr. 1894 15 Mar. 1896 20 Dec. 1897	
Fred Gosling - - - Pte.	Edith Maria Gosling -	Elsie Platts - - Frank Cyril - -	8 Jan. 1897 16 July 1899	
Francis Edward Reeves - Pte.	Frances Reeves.	—	—	
Henry George Hunter - Pte.	Harriet Hunter -	Ellen Rose - -	10 Feb. 1899	
Joseph Lewins - - Pte.	Rose Kate Lewins.	—	—	
Charles Henry Bradshaw Pte.	Mary Emily Bradshaw.	—	—	
William John Morgan - Pte.	Jane Morgan.	—	—	
John Smith - - - Pte.	Mary Smith - - -	John James - - Mary Jane - - Hannah - - - Rachel Violet - Lily - - - Christopher C. -	28 Oct. 1886 27 Apr. 1888 14 Oct. 1889 25 Feb. 1891 23 Apr. 1895 22 July 1899	
Edward Percy Rose - Corpl.	Jessie Clara Rose.	—	—	
Thomas Watkin - - Pte.	Ellen Amelia Watkin -	Gertrude Maud Annie Ellen - Thomas Albert -	30 Jan. 1896 20 Mar. 1898 3 June 1900	
Thomas James Godliman Pte.	Martha Godliman -	Violet Margaret - George Henry -	11 Mar. 1898 14 Jan. 1900	
George Morrell - - Pte.	Alice Ann Morrell -	Alice May - - Frederick George Elsie Maud - - Laurence Cecil -	7 Mar. 1899 9 Jan. 1894 20 Sept. 1895 4 June 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Hamilton - - Sergt.	Ellen Hamilton.	—	—	
George Henry Stone - Pte.	Martha Anne Stone -	George - - -	11 June 1899	
David Wylie Hope Col.-Sergt.	Margaret Elizabeth Hope.	Mary - - - Robert - - - David - - -	25 Dec. 1895 26 Jan. 1897 4 Sept. 1899	
Robert Henry Holmes Lce.-Sergt.	Annie Holmes -	Olivia Gladys - -	1 Oct. 1898	
Alfred Barber - - Sergt.	Agnes Cecilia Barber.	—	—	
William Kitchen - - Pte.	Isabella Jamison Lowe Kitchen.	—	—	
Thomas Pagan - - Corpl.	Sarah Ann Pagan -	Thomas - - -	19 Jan. 1900	
Arthur Edward Baker - Pte.	Jessie Baker - -	William - - - Arthur - - -	28 July 1893 27 Nov. 1899	
William McClair - - Pte.	Martha Jane McClair.	—	—	
Peter Tobin - - - Pte.	Margaret Ann Tobin.	—	—	
James Hayes Wilkins - Sapper	Kathleen Wilkins -	James - - -	1 Mar. 1900	
Harry Clarence Edwards Col.-Sergt.	Ada Emma Edwards -	Herbert - - - Edna May - - -	7 June 1897 13 Sept. 1899	
Henry William Twigg - Pte.	Elizabeth Twigg - -	Charles Henry -	22 May 1899	
Henry Thomas Manktelow. Pte.	Adelaide Louisa Manktelow.	Adelaide - -	18 Oct. 1899	
Wreyford J. Palmer - Sergt.	Annie Marian Palmer -	Alfred Samuel - -	12 Sept. 1892	
William Daniel Carpenter Sergt.	Mary Ann Carpenter -	William - - - Gertrude Maud - - Alfred Arthur - - Sydney Mark - - Charles Conway - -	28 Aug. 1888 6 Feb. 1890 4 Oct. 1891 28 Apr. 1897 8 Sept. 1898	
Thomas Matthews - Pte.	Martha E. Matthews.	—	—	
Edward Neilson - - Pte.	Mary E. Neilson.	—	—	
Joseph E. B. Sheldon - Pte.	Mary Elizabeth Sheldon	James - - -	7 Nov. 1898	
Edward Cross - - Corpl.	Mary Cross - -	Joseph William -	21 Sept. 1899	
William Mansfield - Pte.	Bridget Mansfield -	William - - - Constance - - -	19 Apr. 1898 5 June 1900	
George Giles - - - Pte.	Agnes Giles.	—	—	
David E. Milne - - Pte.	Margaret Milne -	Elizabeth - -	7 May 1899	
Daniel McKay Anderson Pte.	Jane Anderson.	—	—	
James Hamilton - - Pte.	Mary Hamilton -	Mary Ann - -	24 Sept. 1899	
Edward Morris - - Pte.	Hannah Morris -	Abigail - -	30 Oct. 1891	
William Matthew - Lce.-Sergt.	Jessie Matthew -	Wilhenina - -	29 Apr. 1900	
William Edgar Smith - Sergt.	Mary Smith.	—	—	
William Charles Taylor - Pte.	Sarah Jane Taylor -	Isabella Susan -	7 Sept. 1900	
Emmanuel Enock - Pte.	Mary Ann Enock -	Florence - -	25 July 1897	
John Patrick Cronin - Corpl.	Naomi May Cronin -	Thomas Charles - Constance Annie -	12 Jan. 1898 5 July 1900	
John Samuel Amner - Sergt.	Lucy Elizabeth Amner	Alice May - -	25 Apr. 1898	
Stephen Dobbin - Lce.-Corpl.	Mary Dobbin - -	William - - - Charles - - -	6 July 1896 20 May 1899	
Frederick Williams - Pte.	Nellie Williams -	Frederick - -	2 Aug. 1900	
Thomas Kelly - - Lce.-Corpl.	Isabella Kelly - -	William - - -	8 July 1899	
William Smith - - Pte.	Margaret Smith.	—	—	
David Kincaid - - Pte.	Annie Kincaid - -	William - -	14 Apr. 1896	
Thomas Lucas Bourke Lce.-Corpl.	Mary Agnes Bourke -	Thomas C. - -	29 June 1900	
Jeremiah McGhee - Sergt.	Susan McGhee.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Ireland - - Sergt.	Margaret Ireland -	John - - -	26 May 1900	
Frank Johnson - - Pte.	Louisa F. Johnson -	Jessie - - -	24 Mar. 1900	
Robert James Wills - Pte.	Agnes Wills -	Robert - - - William - - - Gwendoline - -	1894 1897 1899	
George Turnbull - - Pte.	Helen Wood Turnbull.	—	—	
James Alexander Thompson. Sergt.	Annie Thompson -	James - - - Alexander - - -	31 Aug. 1897 19 Aug. 1899	
John Barron - - Pte.	Mary Jane Barron.	—	—	
James Anderson - - Pte.	Mary Anderson -	Georgina - - -	16 Apr. 1898	
Terrance McKenna - Pte.	Mary Ann McKenna -	Sarah Ann - - -	9 Feb. 1899	
John James Parland - Corpl.	Sarah Annie Parland.	—	—	
Thomas Pattison Sproul - Pte.	Georgina Sproul -	Thomas - - -	1 Mar. 1900	
William Murrant - Pte.	Emily Murrant -	John - - - Catherine - - -	28 Feb. 1897 22 Dec. 1898	
John Docherty - - Pte.	Margaret Docherty -	Margaret L. - -	22 Aug. 1899	
Henry McPeah Simpson - Pte.	Elizabeth Simpson.	—	—	
Robert Kelly - - Pte.	Mary Kelly - -	Francis - - -	28 Feb. 1899	
Matthew Kennedy - Pte.	Sarah Kennedy -	John - - -	2 Aug. 1899	
John Wallace - - Pte.	Ellen Wallace -	MaryAnn - - -	21 Mar. 1900	
Henry White - - Corpl.	Bessie White -	Eveline - - - Madeline - - -	18 Dec. 1896 5 Feb. 1899	
Beresford Gray - Sergt.-Mjr.	Mary Jane Gray -	Edith - - - Gertrude Amy - - Beresford - - - Ernest - - - Ruth - - -	11 Aug. 1888 1 Dec. 1889 17 July 1891 25 Dec. 1892 7 Dec. 1899	
Michael Kavanagh - Pte.	Annie Maria Kavanagh.	—	—	
John McGreel - - Pte.	Elizabeth McGreel -	William - - -	21 Sept. 1891	
James Carroll - - Pte.	Agnes Carroll -	James - - -	24 Nov. 1899	
William Tuohy - - Pte.	Sophia Tuohy.	—	—	
Vernon Johnson Magee Col.-Sergt.	Ethel May Magee.	—	—	
*Andrew James Howell - Sergt.	Kathleen E. Howell -	Evelyn Mary - -	14 Dec. 1899	
Patrick Deevy - - Pto.	Amelia Deevy.	—	—	
David Stewart - - Pte.	Sarah Jane Stewart -	David James - -	16 June 1897	
Christopher Joyce - Pte.	Mary Jane Joyce.	—	—	
Thomas Kearney - Pte.	Mary Kearney.	—	—	
James Donnelly - - Pte.	Anne Donnelly -	Thomas - - - James - - -	5 Sept. 1897 17 July 1899	
James Connolly Valentine Gage. Col.-Sergt.	Alice Gage -	Alice Joanna - - Violet Annie - - Eileen - - -	9 Mar. 1897 18 Oct. 1898 9 Dec. 1899	
James Flynn - - Sergt.	Eliza Flynn -	Agnes Eileen - -	10 Aug. 1899	
William George Potter - Pte.	Selina Potter -	Anna - - - Olive Maud - - Frederick - - -	24 Sept. 1894 12 Sept. 1896 15 June 1898	
Michael Graham - Corpl.	Ellen Graham.	—	—	
James Reid - - Lce.-Corpl.	Jessie Reid -	Katie - - - James - - -	28 Oct. 1897 11 Nov. 1899	
James Ross - - Pte.	Catherine Ross -	Catherine - - - James - - -	2 Feb. 1898 29 Oct. 1899	
Alexander R. Farrell - Pte.	Mary E. Farrell -	Alexander - - -	4 Jan. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Charles Thomas Alsop - Sergt.	Ellen Alsop.	—	—	
Thomas Baker - - Driver	Mary Baker - -	John - - - Maud Mary - - Sidney Francis - -	31 Dec. 1891 12 Oct. 1894 26 Oct. 1898	
Jeremiah Dunne - - Sergt.	Mary Dunne.	—	—	
James Molloy - - Pte.	Elizabeth Molloy -	Kate - - -	13 July 1899	
George Merrifield - Pte.	Alice Maud Merrifield -	Winifred - - - George Reginald - -	26 Mar. 1897 13 July 1899	
Alfred George Pengilly - Corpl.	Elizabeth Pengilly -	Nora Marion - -	27 Sept. 1899	
*Pierce Costello - - Pte.	Kate Costello - -	(1 child).		
Robert Rorison - - Pte.	Rose Rorison - -	George - - -	26 Mar. 1899	
Frederick Robert Woolley Corpl.	Lydia Woolley - -	John Frederick - - Robert George - -	2 Oct. 1897 22 Jan. 1899	
John Whitmore - - Pte.	Alice Whitmore - -	Annie - - - Sidney - - - Maud - - -	1 Jan. 1897 30 Mar. 1898 14 Apr. 1899	
William Henry Evans - Pte.	Margaret Evans - -	Richard William -	11 Aug. 1899	
William Gray - - Sergt.	Ellen Gray - -	John William - - Charlie - - - George - - -	9 Sept. 1891 13 Mar. 1894 26 May 1895	
William Taylor - Sergt.-Mjr.	Sarah Isabella Taylor -	Edith Annie - - Ella Isabella - - William George - -	15 Feb. 1893 3 Jan. 1895 26 June 1896	
William Henry Saunders Col.-Sgt.	Ellenore M. Saunders -	Ellenore Mary - -	27 Oct. 1899	
Thomas Gowrie - - Pte.	Mary A. Gowrie - -	Thomas - - - Mary Anne - - -	9 Feb. 1897 25 Jan. 1900	
William McCrone - - Pte.	Catherine McCrone -	Mary - - -	2 Nov. 1898	
William Potter - - Pte.	Annie Potter - -	Beatrice - - -	18 Dec. 1897	
Frederick Dunlop - Drmr.	Elizabeth Dunlop.	—	—	
Hendry Smith - - Pte.	Jane W. Smith - -	Jeanie Maitland - -	9 July 1899	
William Craig - - Pte.	Elizabeth Craig.	—	—	
Hugh McGowan - - Pte.	Catherine McGowan -	John - - - Annie - - -	16 Apr. 1889 5 June 1891	
Thomas McCandlish - Pte.	Sarah McCandlish -	Matilda - - -	4 Apr. 1899	
John Edward Hunt - Pte.	Louisa Hunt.	—	—	
Alexander Mackay - Pte.	Isabella Mackay.	—	—	
George Dickson Fergus- son.	Catherine Ferguson -	John Dickson - -	16 May 1899	
Alexander Robertson - Corpl.	Helen Robertson -	Sarah - - - Ann Webster - - -	27 Jan. 1897 9 Mar. 1899	
James Macdonald - Pte.	Mary Macdonald -	James - - -	8 Aug. 1899	
John G. Beetlestons - Pte.	Mary Ann Beetlestons	Rose Ellen - - -	31 Dec. 1891	
Thomas O. McDonald - Drmr.	Ann Walker McDonald.	—	—	
William McHardy - - Pte.	Hughina McHardy.	—	—	
John Clitheroe - - Lee.-Corpl.	Annie Clitheroe.	—	—	
Patrick Molloy - - Corpl.	Eliza Molloy.	—	—	
Frederick William Bruns Corpl.	Ruth Bruns - -	Alfred John - - Helen Phobe - - Frederick - - - Alma Eunice - -	9 May 1892 19 Aug. 1894 23 June 1897 16 May 1899	
William Henry Barwell - Corpl.	Mary C. Barwell.	—	—	
Harry William Munt - Staff-Sergt.	Laura Rose Munt -	Julia - - - William - - -	2 July 1890 2 Aug. 1893	
Charles Gooding - - Pte.	Annie Florence Gooding	Charles Edward - -	18 Apr. 1897	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Smith - - Pte.	Margaret Smith - -	James - - -	19 Jan. 1900	
John Kirkwood - - Pte.	Helen Kirkwood - -	John - - -	8 Jan. 1900	
Robert Roger Henderson Pte.	Eupheonia Henderson.	—	—	
Robert Gray - - Pte.	Mary Gray - -	William - - - Robina - - - Ernest - - - Mary Miller - -	18 Sept. 1895 1 Jan. 1897 10 Aug. 1898 30 May 1900	
James Adams - - Pte.	Margaret Adams.	—	—	
Alexander Black - - Pte.	Margaret Black.	—	—	
William Gardiner - Pte.	Mary Ann Gardiner.	—	—	
William Cunningham - Pte.	Eleanor Cunningham -	Irene Mary - -	3 Jan. 1900	
William Dowas Sales - Lce.-Sergt.	Edith Ann Sales -	Arthur Dowas - -	16 Apr. 1899	
John George Barnes - Pte.	Alice Ellen Barnes -	William Albert -	9 Apr. 1899	
John MacMillan - Col.-Sergt.	Grace MacMillan -	Jean - - - John Graham - -	13 Sept. 1894 22 Mar. 1896	
John Armstrong - - Pte.	Annie Armstrong -	William John - - Annie - - - Robert Henry - -	8 June 1896 4 Apr. 1898 1 Jan. 1900	
Robert Stevenson - Lce.-Corpl.	Eliza J. Stevenson -	William - - -	27 Aug. 1899	
Ernest Gilbert Robins - Pte.	Mary Robins.	—	—	
Stephen Pryke - - Pte.	Julia Elizabeth Pryke -	Gladys Florence -	13 Apr. 1898	
Francis Talbot - Lce.-Sergt.	Norah Talbot - -	Francis - - - Kate - - - Mary - - -	8 Dec. 1894 11 Oct. 1897 1 May 1899	
Arthur Hurry - - Sergt.	Martha Emily Hurry.	—	—	
William Holtham - - Pte.	Adelaide Holtham -	Robert William -	29 Apr. 1900	
Joseph Paterson - Col.-Sergt.	Jane Paterson - -	Elizabeth - - - John Joseph - -	8 Aug. 1895 16 Nov. 1899	
Frederick Roberts - Col.-Sergt.	Catherine Roberts -	George - - - Henry - - -	21 Apr. 1888 7 Jan. 1891	
Benjamin Duffy - - Pte.	Mary Duffy.	—	—	
George John Hillier - Pte.	Emma Hillier.	—	—	
Edward Morgan - - Sergt.	Ellen Julia Morgan -	Arthur - - -	6 Apr. 1899	
John Baker - - Sergt.	Edith Mary Baker -	George - - - Edith - - -	29 June 1898 22 May 1900	
James Charles Lowen - Corpl.	Adelaide Matilda Lowen.	Adelaide - - - Florence - - -	17 Mar. 1897 16 Nov. 1899	
David Dennard - Staff-Sergt.	Susan Dennard - -	Kathleen - - - Leslie David - -	12 Feb. 1896 11 Oct. 1897	
Samuel Abrames - - Sergt.	Sarah Abrames - -	Dorothy Lilian - - Elsie May - - -	17 Apr. 1897 30 May 1899	
William Goddard - Pte.	Rose Goddard -	William George -	12 Oct. 1899	
William Edward Field - Sergt.	Kate Field.	—	—	
Walter Radley - - Pte.	Emily Radley - -	Walter William - Edmund George - Bertie Walter -	18 Aug. 1895 27 May 1897 12 June 1900	
Charles John Cliffe - Pte.	Mary Cliffe - -	Ernest John - -	26 Mar. 1898	
James Garner - Sergt.-Maj.	Alice Hester Garner.	—	—	
James Crute - - Pte.	Florence Crute - -	Winifred Agnes - Georgina - - -	21 Sept. 1897 20 Dec. 1898	
B. McDermott - - Pte.	Marion McDermott -	(1 child) - - -	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Charles Jackson - - - Sergt.	Florence Amy Jackson	Florence Minnie - - Fred - - - Kate - - - George - - - Grace Lilian - - Sidney Arthur - -	1 May 1889 7 Apr. 1891 29 Dec. 1892 23 Jan. 1895 14 May 1897 25 Sept. 1898	
William Dargie - - - Pte.	Ellen Dargie - -	William - - -	11 Dec. 1897	
Walter Binfield - - - Sergt.	Sarah Ann Binfield -	Walter John - -	15 Nov. 1899	
Leslie M. Langford - Bombr.	Blanche Langford -	Honorina - - - Frank - - -	24 July 1897 15 Mar. 1899	
John Brownrigg Atkinson Corpl.	Esmeralda Atkinson -	William Henry - - Sydney - - -	31 Mar. 1897 22 July 1899	
Thomas Webb - - - Pte.	Eliza Webb - -	William Charles - - Thomas George - -	10 Apr. 1898 10 Mar. 1900	
Sidney Carr - - - Gunner	Mary Carr - -	Sidney Albert - -	26 Mar. 1898	
Charles Giles - - - Pte.	Mary Louise Giles -	Ethel - - - Ella Mary - - -	27 Dec. 1896 10 May 1898	
Nicholas William Hol- land. Sergt.	Sophia Elizabeth Holland.	Nicholas - - - Frances May - -	23 Mar. 1896 20 Jan. 1899	
George William Hall Qrnr.-Sergt.	Blanche Elizabeth Hall	Vera Blanche - -	18 July 1900	
Percy Goodman - - - Lee.-Corpl.	Marguerite Irene Goodman.	Percival - - -	11 June 1896	
Edward Lafford - - - Pte.	Estelle Marie Lafford.	—	—	
Richard Quick - - - Pte.	Ellen Quick - -	Harold - - -	21 Mar. 1898	
Murdo Maclean - - - Pte.	Mary Maclean - -	John Colin - - -	25 Dec. 1898	
Thomas Blair - - - Sergt.	Jessie Ann Blair -	Constance - - -	27 Jan. 1900	
John Harmon - - - Lee.-Sergt.	Ada Harmon.	—	—	
Michael Cahill - - - Pte.	Norah Cahill.	—	—	
Richard Harris - - - A.B.	Elizabeth Harris.	—	—	
James Scott - - - Pte.	Christina Scott.	—	—	
John James Woods - Sergt.	Mary Woods.	—	—	
William Henry Hill - Corpl.	Ellen Hill - -	Dorothy - - -	12 Dec. 1899	
John Guiler - - - Pte.	Alice Dora Guiler -	Alice Dora - - -	12 Nov. 1899	
Alfred Charles New - Pte.	Maria New.	—	—	
George Smith - - - Pte.	Jane Smith - -	Annie - - - May - - -	31 Jan. 1898 25 May 1899	
Richard Holyland - Farr. Q.-M.	Elizabeth Holyland -	Nellie - - -	6 Sept. 1894	
William Fothergill - - Pte.	Jane Florence Fothergill.	Florence Jane - - William - - - Eveline - - - Elsie Minnie - - Harry Charles - - Mabel - - -	8 Mar. 1887 2 Mar. 1889 6 Dec. 1895 22 Mar. 1897 10 July 1898 16 July 1900	
Edward Simeock - - - Pte.	Elizabeth Simeock -	Fred - - -	21 Feb. 1893	
Dale Good - - - Sergt.	Agnes Good - -	Dale - - -	31 Mar. 1900	
Benjamin Bowen - - - Sergt.	Sarah Bowen - -	Doris - - -	4 Sept. 1899	
Arthur Quarm - - - Sapper	Sarah Helen Quarm -	Beatrice Helen - - Thomas Herbert - - Arthur - - -	24 Dec. 1894 28 Sept. 1897 2 Nov. 1899	
Harry Burt - - - Staff-Sergt.	Margaret Burt - -	Helen Maria - - Harry - - - Christina - - - Dorothy - - -	30 Apr. 1890 8 Mar. 1893 24 Dec. 1896 26 Apr. 1899	
Moses Mann - - - Pte.	Louisa Mann.	—	—	
Michael Holden - - - Pte.	Mary Holden - -	Margaret - - - Patrick - - -	14 June 1898 4 Sept. 1899	
Henry Kennedy - - - Pte.	Elisabeth Kennedy -	Henry - - -	28 Jan. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Henry Willis - - - Pte.	Eliza Willis - -	Edward Henry - William George -	7 Nov. 1887 2 Jan. 1899	
Frederick Hickman - Q.-M.-Sergt.	Jessie Hickman - -	Marian - - -	20 Oct. 1895	
Thomas Clephane Chadwick. Trpr.	Susannah Alice Chadwick.	Ruth - - - Alice - - -	17 Nov. 1897 16 Oct. 1899	
Samuel Dougherty - - Pte.	Bridget Dougherty -	Samuel - - -	1 Dec. 1899	
William Godfrey - - Pte.	Sarah Ann Godfrey -	Sarah - - -	24 Feb. 1900	
Henry Francis Cakebread Corpl.	Sarah Ann Cakebread	Sarah - - -	9 Jan. 1900	
Samuel Greenhalgh - Pte.	Sarah Greenhalgh.	—	—	
Edwin Thomas Maycock - Corpl.	- - -	Edward (orphan) -	5 Feb. 1899	
Thomas Nixon - - Pte.	Martha Nixon.	—	—	
Henry Thomas - Q.-M.-Sergt.	Frances Thomas.	—	—	
Ambrose Scullin - - Pte.	Helen Scullin - -	Mary Helen - -	18 Mar. 1898	
William Frost - - Pte.	Mary Frost - -	Annie - - - William - - -	20 Feb. 1887 31 Mar. 1889	
Arthur Moore - - Pte.	Emily Florence Moore	Ellen - - -	10 Mar. 1898	
George Henry Mason - Pte.	Isabella Mason - -	George Henry - -	30 Nov. 1899	
David Cumming - Bugler	Jane Cumming - -	Isabel Howie - Robert - - -	18 July 1897 8 Jan. 1899	
George Brown - - Pte.	Margaret Brown -	Rose Hannah - George William -	25 Sept. 1898 4 Mar. 1900	
James Moran - - Pte.	Catherine Moran -	James - - - John - - -	29 Sept. 1898 2 June 1900	
John Collinson - - Pte.	Harriet Collinson.	—	—	
Peter Page - - Pte.	Helen Page - -	Peter Brion - -	12 May 1900	
William Harris - - Pte.	Mary Ann Harris.	—	—	
Harry Wright - - Pte.	Anne Maria Wright.	—	—	
Frank Griffiths - - Pte.	Harriett Griffiths -	Frank William -	21 Apr. 1900	
George Charles Nash - Pte.	Clara Florence Nash -	Georgina Caroline -	21 Feb. 1900	
James Bray - - Pte.	Catherine Bray - -	Mary - - - Alice - - -	9 Mar. 1897 7 May 1899	
Edward Ashworth - - Pte.	Annie Ashworth -	Edward Thomas -	6 Mar. 1900	
William Thomas Egelton Pte.	Edith Alice Egelton -	Winifred Alice -	14 Oct. 1899	
Edward Patrick Hayes - Sergt.	Julia Hayes - -	Francis - - - Hannah - - - Margaret - - -	8 Sept. 1885 15 Oct. 1887 25 Aug. 1889	
Levi Bamford - - Pte.	Mary Bamford.	—	—	
Rosea James Smith - Pte.	Sarah Ann Smith.	—	—	
George Farrell - - Pte.	Sarah Farrell - -	Edward Thomas -	31 Jan. 1892	
Samuel Turner - Col.-Sergt.	Bessie Turner.	—	—	
George Augustus Morge Sergt.	Mary Morge.	—	—	
George Goodier - - Pte.	Margaret Goodier -	George - - - Charles Edward - Millicent - - -	2 Oct. 1890 6 Mar. 1893 22 Apr. 1895	
Robert Bland - - Pte.	Mary Jane Bland.	—	—	
James Wiggins - - Pte.	Janet Wiggins - -	Janet Dempster -	25 Aug. 1899	
James Macrow - Staff-Sergt.	Rose Macrow - -	Thomas Charles - Florence Theresa - Herbert James - Alfred William -	11 July 1893 18 Nov. 1894 2 Apr. 1897 28 Dec. 1898	
Harry Philip Hooley Lee.-Corpl.	Ada Frances Hooley.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George William Jarvies - Staff-Sergt.	Henrietta Laura Jarvies	Florence Alberta - Alexandra - Reginald Thomas - Albert Ernest -	1 Nov. 1892 15 Dec. 1895 21 July 1897 24 Mar. 1899	
Bertie Frederick McGeorge Pte.	Emily McGeorge	Olive Gertrude -	10 Oct. 1898	
George Finch - Sapper	Emily Finch	Victor George - Frederick -	22 June 1896 17 Oct. 1898	
Edward Oglesby - Pte.	Ann Oglesby	Doris Ivy -	18 Sept. 1899	
William Harry Poole - Pte.	Lizzie Poole.	—	—	
Edward Stone - Pte.	Annie Stone.	—	—	
Peter Baird - Pte.	Agnes Baird.	—	—	
William Henry Hands Lce.-Corpl.	Alia Hands.	—	—	
Robert James Potter Col.-Sergt.	Eva Kate Potter	Frederick Joseph - Herbert Cecile -	3 Mar. 1898 12 Oct. 1899	
Samuel James Hastings - Sergt.	Annie Hastings	Annie - John James -	7 Dec. 1895 9 Dec. 1898	
James Joseph Egerton - Sergt.	Elizabeth Dorothy Egerton.	Thomas James - Dorothy Elizabeth - Gladys Elsie - Sidney Clarence -	19 Dec. 1884 18 Sept. 1887 8 July 1892 26 Nov. 1895	
George William Wilson - Pte.	Clara Wilson	Ada Lilian - Clara Alice -	15 Sept. 1898 19 Mar. 1900	
Joseph Fraser - Pte.	Annie Fraser	Hugh - Donald -	5 Apr. 1885 6 Aug. 1899	
Thomas Eaton - Sergt.	Frances Eaton.	—	—	
Joseph Hitchman - Sergt.-Maj.	Euphemia Hitchman.	—	—	
William Richard Bambery Pte.	Louise Bambery	Ellen Louise - Evelyn Mary -	26 Jan. 1896 9 Dec. 1897	
John Cox - Sergt.	Bridget Cox	Nellie - Ethel May - James Francis	18 Oct. 1895 18 Oct. 1895 14 June 1898	
John Lunn - Corpl.	Margaret Lunn.	—	—	
William Henry Franklin Pte.	Ellen Franklin	William Henry - Albert John - Leonard -	14 Sept. 1894 3 May 1898 3 July 1899	
William Bland - Sapper	Margaret Bland	Mary Alice -	1 June 1897	
Frederick John Keys - Driver	Charlotte Elizabeth Keys.	Jessie Eliza -	7 June 1900	
Albert John Roughton - Pte.	Elizabeth Selina Roughton.	Lilian Mary - Frances -	15 Nov. 1898 15 Apr. 1900	(Mother) Charlotte Elizabeth.
John Linehan - Sergt.	Adelaide Grace Line- han.	Kathleen - Albert Victor -	16 Mar. 1899 5 Apr. 1900	
Thomas Haslam - Pte.	Lillian Haslam	Ethel - Thomas -	28 Oct. 1898 27 Mar. 1900	
Benjamin Coupe - Pte.	Clara Coupe	Ruby -	11 Nov. 1899	
Edward O'Neil - Pte.	Caroline O'Neil.	—	—	
Edward Ward - Pte.	Jane Ward	James Edward - Elizabeth Anna -	1 Dec. 1882 7 Dec. 1884	
Arthur Thomas - Sergt.	Maggie Elizabeth Thomas.	Arthur John -	24 June 1900	
Ellis Jones - Pte.	Sarah Jones.	—	—	
Charles Thomas Snuggs Sapper	Alice Mary Snuggs.	—	—	
Harry Hobbs - Sergt.	Annie Hobbs	Henry Alexander - Reginald -	18 Nov. 1896 11 Nov. 1899	
Arthur Bates - Gunr.	Harriet Elizabeth Bates.	—	—	
William Wainwright - Col.-Sergt.	Jane Wainwright	Florence -	15 Jan. 1900	
Thomas Powell - Lce. Corpl.	Lavinia Jane Powell	Edward Paul -	8 Nov. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Lapping - - Corpl.	Elizabeth Lapping -	John - - - Frederick - - - Albert - - - William George -	19 Nov. 1891 6 Feb. 1894 25 Dec. 1895 14 July 1900	
James Candy - - - Sergt.	Elizabeth Alice Candy	Mary Elizabeth - Martha Alice - Bertha - - -	20 Sept. 1894 12 Apr. 1897 30 Oct. 1898	
George Henry Bradley - Driver	Jane Bradley - -	Thomas William - Sarah Jane - -	18 Apr. 1899 5 June 1897	
David Braden - - Pte.	Margaret Braden.	—	—	
Frederick William Bason Corpl.	Esther Bason - -	Dorothy Theresa - Maud Alice - -	9 Oct. 1895 12 Dec. 1896	
Tom Parker - Staff-Sergt.-Farr.	Annie Parker - -	Daisy Helen - - John Edward - - George Henry - - Frederick - - - Winifred Alice - Ethel - - -	4 Dec. 1887 10 July 1889 8 July 1893 9 Mar. 1895 9 Aug. 1896 6 Jan. 1898	
Alfred Blake - - - Sergt.	Emily Blake.	—	—	
William Henry Booth - Pte.	Sarah Booth.	—	—	
Charles Oliver - - Pte.	Mary Oliver.	—	—	
Thomas Turnifer - Pte.	Hannah Turnifer -	James - - - Margaret Ellen	27 Jan. 1885 28 Apr. 1889	
John Heyes - - - Pte.	Alice Heyes - -	Jack - - -	19 Oct. 1899	
Samuel Walter Watson - Sergt.	Amelia Ethel Watson -	Amelia Ethel - Verena Rose - Thirza Mary -	8 Sept. 1894 17 Oct. 1896 7 June 1898	
William Bolton - - Pte.	Mary Bolton.	—	—	
Henry Thomas Haddington Gunr.	Charlotte Haddington.	—	—	
Edward James Weeks - Pte.	Rose Weeks - -	Edward James - -	22 May 1900	
William Turner - - Corpl.	Ada Turner.	—	—	
George Emery - - Pte.	Annie Emery.	—	—	
Daniel Ezekiel Neale Lee.-Corpl.	Mary Ann Neale.	—	—	
Thomas Lane - - Lee.-Corpl.	Amelia Lane.	—	—	
Harry Boxall - Col.-Sergt.	Elizabeth Ann Boxall -	Emma Elaine - Caroline Frances -	8 Apr. 1895 10 Feb. 1897	
Thomas Lowe - - Corpl.	Catherine Elizabeth Lowe.	Joyce Kate - -	5 May 1898	
William Felix Emery - Pte.	Jane Emery - -	Florence Alice - -	9 Nov. 1896	
Frank Cambridge Boughton Pte.	Emily Boughton.	—	—	
William Hardwick - - Sergt.	Eliza Hardwick.	—	—	
Kavier Leonard - - Pte.	Kate Leonard.	—	—	
Albert Douce - - Corpl.	Maud Douce - -	Leslie - - - Maud - - -	1 Apr. 1900 22 Sept. 1896	
William Langstone - Driver	Jessie Emily Langstone.	—	—	
John William Slater - Pte.	Catherine Slater.	—	—	
James Reginald Corbett - Pte.	Sarah Corbett - -	Dorothy May - -	20 Nov. 1894	
Willie Maude - - Pte.	Mary Ann Maude -	George - - -	15 Aug. 1899	
Harry Manders - - Sapper	Jenny Manders.	—	—	
Arthur Fry - - Pte.	Harriet Ann Fry.	—	—	
Alma Smith - - Sapper	Maria Smith - -	Percival George - Edith Florence - Ada Violet - Frederick Alma -	27 Aug. 1894 27 May 1896 23 Mar. 1898 14 June 1900	
Harry Cox - - Pte.	Louisa Cox - -	Margaret - - -	10 Apr. 1898	
Joseph McDonnell - Pte.	Mary McDonnell -	Patrick Joseph -	3 June 1896	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James Brolly - - Pte.	Mary Brolly - -	William - - -	20 July 1896	
William Edwin Hall - Pte.	Margaret Hall - -	Alice Winifred - Ernest Lawrence -	14 Mar. 1897 24 June 1899	
Alfred Henry Williams - Pte.	Grace Williams.	—	—	
Isaac Johnson - - Pte.	Bridget Johnson - -	Arthur Joseph - Florence - - -	27 July 1896 6 July 1898	
David Laccohee - - Pte.	Alice Laccohee.	—	—	
John Thomson - - Sergt.	Margaret Thomson.	—	—	
Charles Edward Blake Col.-Sergt.	Isabella Jessie Blake -	Pretoria May - -	16 Mar. 1900	
Seth Shepherd - - Driver	Eliza Mary Shepherd.	—	—	
George Webb - - Pte.	Annie Webb - -	George - - -	28 June 1900	
James Gilmore - - Pte.	Ellen Gilmore - -	Annie - - -	27 Jan. 1900	
Arthur Herbert Harwood Pte.	Caroline Priscilla Harwood.	Henry Herbert - -	22 Mar. 1898	
John William Wrighton Corpl.	Elizabeth Wrighton -	William John - -	15 Jan. 1883	
George Nethercott - - Trpr.	Elizabeth Nethercott -	Alexandrina - -	3 May 1897	
George Walden - - Pte.	Katherleen Walden -	George - - - Alfred - - - Edith - - -	17 Oct. 1897 2 Feb. 1899 20 June 1900	
George Manser - - Pte.	Ellen Manser - -	George - - -	31 Oct. 1898	
Edward Wiles - - Sergt.	Esther Wiles.	—	—	
Charles Quigley - - Pte.	Jessie Quigley - -	Margaret - - - Charles - - - Frances - - -	20 Nov. 1892 3 Nov. 1894 10 Dec. 1898	
John Thomas Cross Staff-Sergt.	Sarah Lilly Cross -	John William - Leslie - - - Florence Louise - Hilda Mary - -	31 May 1890 24 Mar. 1892 26 May 1894 19 Nov. 1898	
George Young - - Pte.	Blanche Young.	—	—	
John Parker - - Pte.	Lucy Ann Parker -	Elizabeth May - Lucy Ann - -	31 May 1899 11 June 1900	
Alfred Read - - Corpl.	Augusta Read. -	—	—	
Thomas Eaton - - Corpl.	Louisa Eaton.	—	—	
William James Reilly - Pte.	Ann Reilly - -	William John - Eliza Jane - -	27 Jan. 1894 4 May 1895	
Henry Brookes - - Pte.	Winifred Brookes -	Constance - - - Winifred - - -	14 Dec. 1897 6 Jan. 1900	
William Elias Alner - Pte.	Kate Mehala Alner -	Annie - - - George - - - Florence - - -	25 July 1896 6 Nov. 1897 29 July 1899	
Albert Coe - - Pte.	Mary Coe.	—	—	
John Ash - - Pte.	Elizabeth Ann Ash -	Francis Walter - William John - - Sydney James -	6 April 1890 24 Jan. 1892 6 Mar. 1895	
William Strohm - - Pte.	Mary Ann Strohm -	William Henry - -	26 Nov. 1893	
John George Davies - Pte.	Emily Davies.	—	—	
William Davidson - - Pte.	Annie Davidson -	John - - - Jane - - - Maggie - - - Millie - - - Daniel - - -	25 Sept. 1894 3 Feb. 1897 21 Jan. 1898 21 Jan. 1898 18 Sept. 1899	
Maitland Tait - - Pte.	Isabella Tait - -	Maitland - - - Frederick - - -	15 May 1898 5 June 1900	
John Morris - - Pte.	Hannah Morris.	—	—	
John Carrington - - Ptn.	Emily Carrington.	—	—	
William Perks - - Pte.	Amy Perks - -	John - - -	21 May 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
David William Davis - Pte.	Charlotte Davis -	Mahala - Elsie Maria - Albert Edward -	9 Oct. 1898 28 Apr. 1895 6 Feb. 1897	
Robert William Tinkler - Pte.	Mary Tinkler -	Eva Pretoria -	24 Dec. 1899	
George Robert Jordan - Sergt.	Mary Jordan -	Robert George - George Robert - Mary Elizabeth -	28 Jan. 1897 24 Mar. 1898 21 Apr. 1899	
George Barnett - - Sergt.	Alice Jane Barnett -	Alice Isabel -	10 July 1899	
John Finigan - - Corpl.	Mary Finigan -	Minnie - Ellen - Elizabeth -	9 Dec. 1896 25 Sept. 1898 25 Aug. 1900	
Thomas Barwick - Pte.	Mary Ann Barwick -	William - Thomas -	7 Mar. 1895 4 Jan. 1897	
William Johnson - - Pte.	Annie Johnson -	Elsie -	18 June 1898	
Harry Watters - Lee.-Corpl.	Margaret Watters -	James - Harry -	25 Jan. 1897 8 Dec. 1899	
Sidney Rees - - Pte.	Rhoda Sophia Rees -	Ernest Sidney -	7 Sept. 1899	
Arthur Thomas Pressley - Pte.	Elizabeth Pressley -	Eva May -	17 June 1899	
James Merrilees - Pte.	Helen Merrilees -	Ellen Emma - James Myrven -	19 Dec. 1897 6 May 1899	
Michael Delanty - Pte.	Esther Delanty -	Agnes - Thomas -	25 Oct. 1899 11 Jan. 1898	
John Rees - - Pte.	Elizabeth Rees -	John - Hannah - Thomas - Richard -	28 Aug. 1895 27 Jan. 1897 28 July 1898 31 Jan. 1900	
Charles Lauder - Pte.	Mary Ann Lauder -	Beatrice - Ethel -	11 Aug. 1896 9 July 1898	
Richard Cook - - Sergt.	Sarah Elizabeth Cook -	Ethel -	4 Oct. 1895	
William John Hocking. Col.-Sergt.-Mjr.	Annie Hocking -	William John - Annie - Frederick Richard -	10 Sept. 1889 2 April 1891 28 Dec. 1894	
Michael Norman - Pte.	Mary Ellen Norman.	—	—	
Edward Conolly - Corpl.	Isabel Conolly -	Delia -	11 Sept. 1897	
Bramley Evans - - Pte.	Maria Evans.	—	—	
William Henry Kinnersley. Pte.	Sarah Jane Kinnersley	William Frederick -	4 Feb. 1899	
Andrew Thomas Watson. Pte.	Elizabeth Watson.	—	—	
William Lewis - - Pte.	Sarah Lewis -	Annie Francis -	19 July 1900	
William Berryman - Pte.	Louise Berryman -	William Frederick -	8 Apr. 1900	
Isaac Davies Trinder - Pte.	Mary Ellen Sarah Trinder.	Nellie - Edith Jane - Lilian Mary -	30 Nov. 1896 9 Apr. 1899 2 July 1900	
Samuel Greetham - Pte.	Sarah Greetham -	Agnes -	21 Oct. 1898	
James Todd - Col.-Sergt.	Agnes Todd -	James Edward - Mary Grace - Agnes Beatrice -	11 Nov. 1894 4 Apr. 1896 20 Mar. 1898	
Harry Durrant - Pte.	Agnes Durrant -	Henry Thomas -	14 Dec. 1899	
Patrick Thornton - Pte.	Agnes Thornton -	Constance - Ruth - Josephine -	15 Apr. 1897 15 Aug. 1898 17 July 1900	
Richard Page - - Pte.	Annie Page -	Richard -	12 July 1898	
Allan Ross - - Pte.	Margaret Ross.	—	—	
John Henry Alexander Homan. Pte.	Ethel Homan -	John Henry - Ethel -	28 Dec. 1897 3 Mar. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Archibald Chamberlain - Pte.	Margaret Chamberlain	James Thomas - - Margaret Mary - -	6 Apr. 1899 17 May 1900	
Frederick Ward - - Corpl.	Elizabeth Mary Ward -	Freda Blanche - -	25 May 1900	
George Fansill - - Corpl.	Sarah Fansill.	—	—	
James Robertson - Col.-Sergt.	Jessie Robertson -	William - - - Elizabeth - - - James - - - Agnes - - -	11 Aug. 1899 14 May 1894 16 Dec. 1896 2 Oct. 1898	
John Oerrall - - - Pte.	Catherine Oerrall -	Catherine - - - John - - - Henry - - -	2 July 1896 15 July 1898 31 Aug. 1899	
William Mitchell - Col.-Sergt.	Jean Mitchell - -	Willeen Gordan -	18 Apr. 1900	
Isaac McKnight - - Pte.	Louise Charlotte McKnight.	Mina Grace - - William Alex - -	26 Jan. 1894 2 Jan. 1899	
James Bernard Horton - Pte.	Bessie Esther Horton -	Elizabeth - - -	12 Dec. 1898	
Thomas Gormley - Pte.	Ellen Gormley.	—	—	
James Butchart - - Pte.	Jean Butchart - -	Elizabeth Ross - Isabel McDougal - Jemima Cheshire -	3 Mar. 1896 16 Mar. 1898 4 Apr. 1900	
Andrew Wilson - - Pte.	Eliza Jane Wilson.	—	—	
Daniel Sinclair - - Pte.	Ann Price Sinclair -	Janet - - - William - - - Thomas - - - Daniel - - -	14 Nov. 1894 11 Nov. 1895 20 Oct. 1897 5 June 1899	
Robert Mullings - - Corpl.	Esther Catherine Mullings.	Esther Martha - Florence Mary -	28 Dec. 1898 24 Nov. 1899	
John Machell - - Sergt.	Mary Ann Machell.	—	—	
Samuel Gittoes - - Pte.	Agnes Gittoes - -	Horace Samuel - -	23 July 1899	
William Rowland Jones - Pte.	Alice Jones - -	George Bromley -	20 Nov. 1898	
James Gore - - Pte.	Annie Gore.	—	—	
Cornellous Burgess - Pte.	Catherine Burgess -	Stephen - - - Nora Kathleen -	30 Oct. 1895 22 Sept. 1898	
Patrick Coleman - Pte.	Helen Coleman.	—	—	
Walter Atkins - Lee.-Corpl.	Ellen Atkins - -	Robert John - -	19 Nov. 1899	
Charles Ewers - - Pte.	Elizabeth Jane Ewers -	Lyndon - - -	3 May 1900	
James Herbert McIntosh Sergt.	Ada McIntosh.	—	—	
John Edwards - - Pte.	Florence Jane Edwards	Edith Ellen - - John - - -	2 May 1897 16 Oct. 1899	
Timothy Sheehan - Pte.	Ellen Sheehan - -	Thomas - - - Mary - - - Timothy - - -	9 Apr. 1885 25 Jan. 1888 26 June 1891	
John Hunter - - Pte.	Mary Hunter - -	Catherine - - -	8 Feb. 1897	
James Lowery - - Pte.	Mary Lowery - -	James - - - Isabella - - - Susan Frances -	8 July 1894 17 May 1897 12 Sept. 1898	
Patrick Hughes - Col.-Sergt.	Sarah Hughes - -	Margaret Ann - -	28 Mar. 1899	
John William Clarke - Pte.	Alice Mary Clarke -	Alice Maud - - William John - -	28 July 1897 12 Feb. 1899	
Hugh Edwin Watts - Pte.	Priscilla Watts - -	Agnes Priscilla -	2 June 1900	
Arthur Grigg - - Pte.	Edekiah Grigg - -	Arthur - - - Percival - - -	23 Aug. 1898 23 Aug. 1900	
James Kelly - - Pte.	Annie Kelly - -	Daniel - - - Catherine - - - Honora - - - Mary Ann - - -	11 Aug. 1894 4 Jan. 1896 24 Oct. 1898 26 June 1900	
William Washbrook - Pte.	Mary Washbrook -	Mary Agnes - -	18 Mar. 1898	
William Body - - Pte.	Lydia Ann Body.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Alfred Webb - - Pte.	Annie Webb - -	Dora Caroline - -	16 Jan. 1900	
James Oliver Cram - Pte.	Annie Elizabeth Cram.	—	—	
Samuel William Nelson - Pte.	Mary Ann Nelson -	Emily - - - William - - - Lavina - - -	6 June 1896 16 Jan. 1898 1 June 1899	
Stephen Henry Hurley - Pte.	Florence Eva Hurley.	—	—	
William Morment - - Pte.	Mary Ann Morment.	—	—	
Anderson Thomson - Pte.	Elizabeth Thomson -	James Ernest - -	24 Mar. 1898	
John Clarkson Milns - Sergt.	Edith Elizabeth Milns -	Florence Sybil -	21 July 1887	
Henry George Randall - Sergt.	Mary Ann Randall -	Dorothy - - - Winifred - - - Henry George - -	29 Dec. 1890 2 June 1894 21 Nov. 1898	
William Hindle - - Driver	Florence Hindle -	Typhenia Alice - -	18 June 1899	
Lewis William Cook - Pte.	Florence Cook - -	Harold - - - Noel - - -	21 Dec. 1898 25 Dec. 1899	
Joseph Elder - - Corpl.	Francis Elder - -	Margaret - - -	9 Oct. 1898	
Arthur Henry Spurgeon - Pte.	Edith Spurgeon - -	George Arthur Allen - - -	29 May 1897 8 Apr. 1899	
Albert Standing - - Driver	Ellen Matilda Standing	Zada - - - Albert - - - Nellie - - - Kate - - -	20 Oct. 1889 30 June 1891 24 Aug. 1893 13 Jan. 1900	
Richard Blezzard - Pte.	Annie Blezzard - -	Elizabeth - - - Sarah - - - Emma - - -	1 Jan. 1890 13 Dec. 1891 25 Sept. 1895	
Frederick Louis Long - Pte.	Mary Ann Long.	—	—	
Alfred Gander - - Pte.	Edith Mary Gander.	—	—	
James Horlock - - Pte.	Ann Horlock - -	Sydney Charles - -	19 Dec. 1897	
Thomas Walter Wilkin- son. Corpl.	Mary Ann Wilkinson -	Thomas Pearson - -	9 Oct. 1898	
Robert Herbert Gunstone Pte.	Clara Gunstone.	—	—	
David William East - Pte.	Mary East.	—	—	
James Henry Balk - Pte.	Mary Louisa Balk.	—	—	
Henry George Turner - Sergt.	Florence Eliza Turner.	—	—	
John McWilliams - - Pte.	Frances McWilliams -	John - - -	13 Mar. 1896	
Charles Palmer - - Sergt.	Nora Palmer - -	Charles Lionel - -	29 July 1897	
Joseph Steward - - Pte.	Mary Ellen Steward -	Emily - - - Alice - - -	1 Aug. 1900 1 Aug. 1900	
Henry August Alls- worth. I.-Corpl.	Margaret Brittiana Allsworth.	Leslie Henry - - Leonard - - -	13 Nov. 1898 20 Nov. 1899	
John Edward Roberts - Pte.	Annie Elizabeth Roberts	John Edward - -	11 July 1900	
Frederick Burgess - - Pte.	Emily Burgess - -	Frederick - - - Sarah Ann - - -	12 Dec. 1898 25 Feb. 1900	
William Hall - - Pte.	Teresa Hall.	—	—	
George Knowles - Lce.-Corpl.	Elizabeth Knowles -	Ellen - - - Norman - - - Annie - - -	27 Aug. 1898 21 Sept. 1895 2 Sept. 1897	
Hugh Lennox Davidson - Sergt.	Ellen Davidson.	—	—	
George Cox - - Pte.	Maria Cox.	—	—	
William Neal - - Pte.	Mary Neal - - -	Lilian Mary - - Beatrice May - - William John - - Ethel Florence - - Kathleen Dorothy -	3 May 1892 26 June 1893 28 Dec. 1894 11 Aug. 1896 10 Sept. 1897	
Alexander Smith - Lce.-Corpl.	Lily Smith - -	Margaret - - -	29 Sept. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Alfred Hare - - Pte.	Emily Mary Hare -	Annie Matilda - -	22 Nov. 1899	
Thomas Moore - - Pte.	Isabella Moore - -	Catherine - -	5 Feb. 1889	
William Hickson - Pte.	Elizabeth Hickson -	Grace Annie - -	2 Mar. 1898	
George Denny - - Pte.	Martha Emma Denny -	Irene - -	8 Mar. 1900	
Charles Crouch - - Pte.	Eliza Ann Crouch -	Dorothy - -	29 July 1899	
Charles Royce - - Pte.	Priscilla Fanny Royce-	Charlotte Priscilla -	13 Sept. 1899	
Edward John Dodge - Pte.	Esther Sarah Dodge -	Edward Redvers -	20 June 1900	
Robert Tate - - Sergt.	Elizabeth Tate - -	Edith - -	12 Nov. 1898	
William Spicer - - Pte.	Harriet Spicer.	—	—	
Harry Bringess - - Sergt.	Amy Fanny Bringess.	—	—	
John Ray - - - Pte.	Frances Evangelina Ray.	—	—	
Arthur Andrews - - Pte.	Charlotte Elizabeth Andrews.	—	—	
Daniel Turley - - Pte.	Christina Turley -	Charlotte - -	30 Mar. 1897	
		Daniel - -	8 Jan. 1899	
Robert Summers - - Pte.	Annie Summers.	—	—	
Adam Owens - - Lce.-Sergt.	Elizabeth Owens -	Edith Ella - -	25 Sept. 1898	
William Johnston - - Pte.	Maggie Johnston -	William John -	11 Mar. 1900	
Robert Black - - Corpl.	Bessie Black -	John William -	4 Apr. 1898	
John Francis Lyons - Sergt.	Mary Ann Lyons.	—	—	
Charles Fallon - - Pte.	Bridget Fallon -	Patrick - -	20 Sept. 1896	
		David - -	14 Nov. 1898	
William Richard Farmer- Sergt.	Mary Ann Farmer -	Rosina Dorothy -	21 Mar. 1899	
Robert Parker - - Pte.	Ellen Parker -	Kathleen - -	30 Oct. 1894	
Peter Reilly - - - Pte.	Christina Reilly -	Frances - -	28 Dec. 1898	
		James Pretoria -	5 June 1903	
Henry Samuel Brown - Pte.	Alice Susan Brown.	—	—	
Edward Johnson - - Pte.	Elizabeth Johnson.	—	—	
William Fudge - - Pte.	Kate Fudge - -	William - -	16 Jan. 1900	
Alfred Wilcox - - Pte.	Al ce Maude Wilcox -	Alice Audrey - -	4 June 1900	
James Harrison - - Sergt.	Sarah Harrison - -	James Gray - -	24 Dec. 1899	
Thomas Hood - - Lce.-Sergt.	Isabella Hood.	—	—	
James Meehan - - Pte.	Mary Jane Meehan -	Francis John - -	19 Mar. 1896	
		Mary Elizabeth -	1 Aug. 1898	
Robert Mahoney - - Pte.	Ellen Mahony.	—	—	
William O'Brien - - Pte.	Ellen O'Brien - -	Mary Ellen - -	28 Aug. 1899	
Paul McGrath - - Pte.	Mary McGrath -	Mary Catherine -	8 Mar. 1900	
William John Gordon - Pte.	Matilda Gordon -	William John -	27 Jan. 1899	
		James - -	14 Feb. 1900	
Robert Jones - - Pte.	Ellen Jones - -	Ellen - -	15 Feb. 1893	
		Alice - -	8 Mar. 1894	
		Robert - -	8 Sept. 1895	
		Joseph - -	28 Jan. 1897	
William James Ward - Pte.	Kate Harriet Ward.	—	—	
Robert Reid - - Pte.	Ellen Reid - -	Margaret - -	26 July 1898	
		Robert - -	26 June 1896	
		David - -	13 July 1899	
Arthur Smith - - Pte.	Jane Smith.	—	—	
William Henry Wheatley Sergt.	Elizabeth Wheatley -	William - -	24 Apr. 1900	
Joseph Ryan - - Pte.	Mary Ellen Ryan -	Mary Ellen - -	23 Sept. 1898	
Patrick Reynolds - - Pte.	Annie Reynolds -	Patrick - -	29 Oct. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Alfred Langdon - Corpl.	Ethel Elizabeth Langdon.	Ethel - - - George Percival - -	13 Apr. 1896 21 July 1898	
William Daddow - - - Pte.	Mary Ellen Daddow -	James Ernest - - Sarah Jane - - William John - - Herbert Charles - -	30 Dec. 1888 31 May 1890 29 Sept. 1891 30 July 1893	
Thomas Bartly - - - Pte.	Katie Bartly - -	Kate - - -	1 Nov. 1899	
Peter Mervyn - - - Pte.	Maggie Mervyn -	Barnard - - -	20 July 1898	
William Gallagher - Corpl.	Mary Gallagher -	Edith - - - Kathleen - - - Mary - - - Alicia - - -	31 Oct. 1894 26 Jan. 1896 1 Feb. 1897 8 Sept 1899	
William Lionel Baker - Pte.	Ada Baker.	—	—	
John Brown - - - Pte.	Ada Brown - -	Reginald - - - Violet May - - -	15 May 1898 18 May 1899	
William Kenny - Lee.-Sergt.	Caroline Kenny -	John - - -	18 May 1898	
William Hodson - - - Pte.	Harriett Hodson -	Ida - - -	11 June 1899	
John Malin - - - Pte.	Alice Malin - -	Florence - - -	21 Aug. 1899	
William Thomas Gilbert Col.-Sergt.	Catherine Stewart Gilbert.	Catherine - - - Isabella - - -	22 Feb. 1896 17 Jan. 1899	
William Howard - - - Pte.	Charlotte Howard -	Elsie - - - Charlotte Emily - -	17 June 1898 11 Feb. 1900	
George Roberts - - - Pte.	Eliza Roberts - -	Frederick - - -	13 July 1896	
William John Burtenshaw Sergt.	Louisa Burtenshaw -	Emma Harriet - - William John - - Gwendoline - - Blanche Louise - -	18 Dec. 1891 3 Aug. 1893 12 Dec. 1894 24 Nov. 1896	
Albert Edward Carr - Sergt.	Jessie Ellen Carr -	Albert Edward - - Walter Frederick - - Jessie Mand - - Bertha Annie - -	6 Oct. 1894 13 Aug. 1896 2 June 1898 14 Mar. 1900	
William Barney - - - Pte.	Elizabeth Barney.	—	—	
Peter Wilkinson - - - Pte.	Mary Wilkinson.	—	—	
Robert Raw - - - Pte.	Lily Raw - -	Francis Robert - - Harriet Gordon - -	8 Dec. 1896 28 Oct. 1898	
David James Hewitt - Pte.	Georgina Mary Hewitt	Walter Marick -	8 July 1899	
James Samuel Coomber - Sapper	Elizabeth Charlotte Coomber.	Rhoda Winifred - - James Samuel - -	12 Nov. 1896 28 Feb. 1900	
John Ludden - - - Pte.	Catherine Ludden.	—	—	
Charles Jones - - - Pte.	Louisa May Jones -	Harold George - - Mary Letitia - -	11 Mar. 1896 24 Jan. 1898	
William Thomas Bevan Lee.-Corpl.	Ellen Mary Bevan.	—	—	
John Parker - - - Pte.	Mary Ann Parker -	Mary Kate - - - Elizabeth Ann - - Agnes Mary - - George Michael - -	2 Nov. 1894 18 Dec. 1895 28 Aug. 1897 30 Sept. 1898	
Harry Baggaley - - - Pte.	Mary Ann Baggaley -	Henry - - - Alice - - -	18 June 1896 12 July 1898	
Thomas Brennan - - - Sergt.	Katherine Brennan -	Thomas - - - Elizabeth - - - Catherine - - - Josephine - - - Michael - - - Edward - - -	21 Nov. 1886 3 Mar. 1888 21 Jan. 1890 1 Mar. 1892 27 Aug. 1896 5 Mar. 1900	
William Diplock - - - Pte.	Mary Ann Diplock.	—	—	
John Fletcher - - - Col.-Sergt.	Tanxing Fletcher.	—	—	
John Grimes - - - Pte.	Mary Grimes - -	Mary - - -	4 May 1899	
John Edward Kenyon - Pte.	Annie Kenyon.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Oldham - - Pte.	Margaret Oldham -	Bridget - - - Joseph - - - John - - - Michael - - - Catherine - - -	31 Jan. 1891 22 Mar. 1893 29 July 1895 15 Nov. 1897 4 June 1900	
William Percy Rickards - Sergt.	Frances Nathalier Rickards.	—	—	
Thomas Timmins - - Pte.	Mary Timmins.	—	—	
William Wilson - - Pte.	Marion Wilson - -	Elizabeth Elsie - Olive Margaret -	2 Sept. 1898 14 Feb. 1900	
Thomas Williams - Col.-Sergt.	Margaret Williams -	Thomas John - -	2 Feb. 1899	
Edward McGuiggan - Pte.	Mary Ann McGuiggan.	—	—	
John Longley - - Pte.	Esther Ann Longley.	—	—	
William Liddimore - Lce. Corpl.	Ellen Liddimore - -	William - - -	26 June 1900	
Frederick Meggs - Lce.-Sergt.	Mary Meggs - -	Frederick Robert - Clara Mary -	5 May 1898 23 July 1900	
Charles Frederick Mardon Sapper	Elizabeth Lettice Mar- don.	—	—	
Arthur Doel - - - Pte.	Mabel Ada Doel - -	Ivy Cecill - - - Reginald Arthur -	24 Mar. 1898 5 Nov. 1899	
Daniel Cooke - - Sapper	Alice Cooke.	—	—	
Frederick Smith - - Pte.	Kathleen Smith - -	Annie Elizabeth -	29 Jan. 1899	
Arthur Frederick Dear- love.	Mary Dearlove -	Mary Evelyn - -	29 Sept. 1899	
William Henry Lancefield Sergt.	Alice Ellen Lancefield.	—	—	
George Fraser Brymer - Pte.	Julia Evelyn Brymer.	—	—	
Percy Arthur Brown - Pte.	Mary Brown - -	Maud Mary - -	23 Nov. 1898	
Ivor Treharns James - Corpl.	Rosina Frances James -	Beatrice - - - Ivor - - -	30 July 1895 23 Sept. 1898	
Edmund John Foley - Pte.	Jane Foley - -	Ernest James - - Bertie - - - Albert Alfred - - Ellen - - -	11 Dec. 1894 29 Dec. 1895 9 Sept. 1897 10 Apr. 1899	
William Henry Channon Col.- Sergt.	Lily Channon.	—	—	
Albert Lucius Lutman - Pte.	Catherine Lutman -	John Albert - - Albert Lucius -	3 Apr. 1897 9 Mar. 1900	
Walter Edward Glasgow Pte.	Frances Matilda Glas- cow.	Walter Edward - - Mabel Frances -	17 Feb. 1893 21 Jan. 1895	
George Wheeler - - Pte.	Harriet Wheeler -	Reginald - - -	29 Nov. 1898	
William Thomas Franklin Sergt.	Jessie Frances Franklin	William Thomas -	2 July 1900	
Daniel McMahon - Lce.-Corpl.	Mary McMahon - -	Mary - - -	20 Dec. 1893	
Edward Battson - - Driver	Evelyn Jane Battson -	Edward - - - Evelyn - - -	16 Jan. 1895 6 Aug. 1897	
John William McKie - Shoeing Smith.	Edith Caroline McKie -	Janet - - - William - - -	4 Feb. 1896 3 Aug. 1898	
Thomas Henry Field - Corpl.	Evelyn Frances Field -	Henry Albert - -	17 Dec. 1898	
Ernest Douglas Wilson - Corpl.	Elizabeth Wilson -	Ernest - - -	12 Apr. 1900	
Edward Grainger Denham Trpr.	Ada Rachel Denham.	—	—	
Joseph Henry Butler - Pte.	Emily Jane Butler -	Winifred Emily - Henry Joseph -	26 Jan. 1898 15 Apr. 1900	
James Nuttall - - Pte.	- - -	Alice (orphan) -	25 Oct. 1889	
William Crawford - Pte.	Jane Crawford - -	Alice - - - William - - - Sarah - - - Jack - - - Elsie - - -	9 Jan. 1895 8 Mar. 1896 17 Mar. 1900 19 Aug. 1897 29 Sept. 1898	
James Brown - - Corpl.	Mary Annie Brown.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Antonia Garvey - - Pte.	Margaret Hannah Garvey.	—	—	
William Blair - - Pte.	Ellen Blair - -	Agnes - - -	13 June 1899	
James Stirrat - - Corpl.	Ann Sutherland Stirrat	George - - -	11 Sept. 1899	
Hugh Nesbitt - - Pte.	Deborah Nesbitt - -	Mary - - - Thomas - - -	15 Nov. 1892 18 Dec. 1893	
Charles McKenzie - - Pte.	Lily McKenzie - -	Charles - - -	19 July 1895	
William Kay - - Pte.	Letitia Kay - -	Cecelia - - - Constance Edith - -	15 Feb. 1898 26 Feb. 1900	
Joseph Halliday - - Pte.	Ellen Halliday - -	Edmund - - - Richard - - -	10 July 1894 16 June 1898	(Mother) Alice Halliday.
Francis Winton Lang Lee.-Corpl.	Emma Eliza Lang -	Frances Ethel - -	9 May 1899	
Edward Henry Gale - - Pte.	Mary Josephine Gale -	Florence Ellen - - Lillian Gertrude - -	21 Dec. 1895 29 Aug. 1898	
George Campbell - - Driver	Elizabeth Campbell.	—	—	
Rosbey Henderson - - Pte.	Alice Henderson -	Jenny Miller - - -	26 July 1886	
Harry Stone - - Pte.	Mary Jane Stone -	Edith - - - Ethel - - - Henry - - -	9 Mar. 1897 11 Sept. 1898 23 Dec. 1899	
James Heads - - Pte.	Emma Maria Heads.	—	—	
Joseph Radley - - Pte.	Ellen Radley - -	Mary - - - Annie - - -	10 Nov. 1898 1 May 1900	
Thomas Henry Curtis Col.-Sergt.	Theresa Jane Curtis	Olive Frances - - John Henry - - - Thomas Henry - - -	15 Jan. 1891 27 June 1893 7 Apr. 1900	
George Harman - - Driver	Annie Mary Harman -	Albert George - - Kathleen Annie - -	28 Jan. 1897 4 Aug. 1900	
William Henry Rossiter - Pte.	Mary Rossiter.	—	—	
James Davidson - - Sergt.	Bessie Davidson.	—	—	
James Edward Dunn - Pte.	Edith Dunn.	—	—	
Alfred William Miles - Corpl.	Mary Edith Miles -	Alfred - - - Albert - - - Joseph Percy - - John Ernest - - -	22 Dec. 1892 20 Sept. 1895 12 July 1899 16 Sept. 1897	
William Darling - - Pte.	Mary Darling.	—	—	
Edward Tuffrey - - Pte.	Kezia Tuffrey - -	William Edward - -	9 July 1895	
John Blakey - - Pte.	Margaret Blakey -	Thomas - - -	30 Oct. 1899	
James Maquire - - Pte.	Mary Maquire - -	Thomas - - -	20 May 1899	
George Goodwin - - Pte.	Frances Goodwin.	—	—	
George Fletcher - - Pte.	Nellie Fletcher - -	John James - - - Elizabeth - - - George Cyril - - -	15 July 1896 12 Sept. 1897 9 Nov. 1899	
William McHugh - - Pte.	Margaret McHugh.	—	—	
William George Peters - Corp.	Martha Peters.	—	—	
William Williams - Corpl.	Eliza Williams.	—	—	
Joseph Wright - - Pte.	Emma Wright - -	Joseph Bloemfontein -	21 Sept. 1900	
Joseph Holdon - - Sergt.	Mary Hannah Holdon	Beginald - - - Gilbert Joseph - - Ivy Mary - - -	21 Jan. 1892 13 Aug. 1893 11 July 1899	
Arthur James Hunt - Sapper	Elizabeth Hunt - -	Ethel Edith - - - Winifred - - -	21 Dec. 1889 27 Oct. 1891	
William Frederick Probetts Pte.	Ellen Probetts - -	William - - - Frederick - - -	18 Jan. 1898 21 Apr. 1900	
Arthur Samuel Dainton Pte.	Elizabeth Dainton -	Lilian Alice - - -	5 July 1898	
Harry Carter - - Pte.	Robina Carter - -	Winifred Clara - -	23 Feb. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Morgan - - Pte.	Charlotte Morgan -	Henry William - -	26 Apr. 1900	
Harry Phillips - - Sergt.	Jane Phillips - -	Arthur - - Ellen Jubilee - -	24 Feb. 1896 28 June 1897	
Peter Baker - - - Pte.	Betsey Baker - -	Mary Ellen - - John George - - Peter - -	23 Jan. 1897 30 June 1898 10 Jan. 1900	
Joseph Armitage - - Pte.	Rose Ann Armitage.	—	—	
Theodore Douglas Orr - Sergt.	Annie Elizabeth Orr -	Theodore Clarence - Constance Ella - Arthur Neville - Reginald - -	25 Aug. 1890 25 July 1894 12 Dec. 1891 2 Sept. 1897	
Henry Barber - - Driver	Gertrude Barber - -	Benjamin - - -	16 Oct. 1899	
Thomas Worrall - - Corpl.	Esther Worrall - -	Arthur - - Thomas - - Gladys Victoria - -	4 Apr. 1894 13 Jan. 1896 4 Apr. 1900	
Robert Clare - - - Pte.	Jeanie Clare.	—	—	
George Mason - - - Pte.	Norah Mason.	—	—	
William Johnston - - Pte.	Mary Johnston.	—	—	
Francis Colin Blythe - Pte.	Minnie Blythe.	—	—	
Arthur King - - - Pte.	Jane King - -	Henry - - -	6 Mar. 1899	
Richard Hewitt - - - Pte.	Mary Ann Hewitt -	Sidney Michael - Frank - - Lilian May - -	29 Sept. 1892 15 Aug. 1894 16 Mar. 1898	
Arthur Fensome - - - Pte.	Emily Fensome - -	Arthur - - -	23 Jan. 1900	
John Farwell - - - Pte.	Caroline Farwell -	Arthur George - Edith - - Christover John - Grace - - Ethel Louise - -	24 July 1890 30 Oct. 1891 3 Sept. 1894 10 Nov. 1896 10 Oct. 1898	
Hector Callan - - - Pte.	Ethel Annie Callan -	Natal Edgar - -	7 Jan. 1900	
Israel William Sandles - Driver	Alice Caroline Sandles.	—	—	
William Garlington - - Pte.	Florence Garlington -	Dominic - - -	20 Dec. 1890	
John Arthur Noden - - Driver	Sarah Ann Noden - -	Annie - - -	26 Mar. 1897	
Frank Everett - - - Pte.	Annie Everett - -	John - - Alexander - - Phoebe - -	24 Oct. 1897 4 May 1900 4 May 1900	
John Willmott - - Staff-Sergt.	Elizabeth Willmott -	Albert John - - Ada - -	30 Jan. 1895 10 Jan. 1893	
Gasland Adolphus Kouiger. Pte.	Clara Kouiger.	—	—	
Richard Crabtree - - - Pte.	Annie Crabtree - -	Evelyn Ada - -	21 May 1898	
Cornelius Mahoney - - Pte.	Mary Mahoney.	—	—	
Albert Phillip Anderson Pte.	Selina Mary Ann Anderson.	Annie - - William - -	19 Mar. 1891 4 May 1899	
William Kennedy - - - Pte.	Esther Kennedy - -	—	—	
William Paroin Murphy Sergt.-Mjr.	Elizabeth Murphy -	Mabel Annie - Wilfred Arthur -	10 May 1886 5 Apr. 1890	
George Henry Williams - Pte.	Alice Williams - -	Alice - - George Henry - -	5 Nov. 1898 16 Mar. 1900	
Joseph Travis - - - Pte.	Ellen Travis - -	Margaret - - Dorothy Ann - - Agnes - -	5 Oct. 1892 31 Oct. 1895 16 July 1900	
Joseph Davies - - - Corpl.	Dorothy Ann Davies.	—	—	
Patrick Keane - - - Pte.	Bridget Keane - -	John - - -	16 Aug. 1897	
Samuel Arthur Horton - Pte.	Florence Horton -	Lily - - -	18 Aug. 1894	
Michael Coyne - - - Pte.	Maggie Coyne.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Drysdale Foggs Sergt.-Mjr.	Sarah Ann Foggs	Adelaide Edith - Thomas Drysdale - Andrew - George -	19 Jan. 1886 22 Sept. 1887 22 Jan. 1890 22 Jan. 1890	
John Lee - - Pte.	Mary Ann Lee.	—	—	
Robert Kilgour - - Pte.	Alice Sarah Kilgour	Douglas -	25 Jan. 1899	
Thomas Callaghan - Pte.	- - -	James (orphan) -	7 Oct. 1897	
William Albert Farrell - Pte.	Florence Kate Farrell.	—	—	
Alfred Reeves - - Pte.	Harriet Ann Reeves	Elizabeth -	8 June 1899	
John Cox - - - Pte.	Margaret Cox.	—	—	
Charles Vaughan - Driver	Maria Vaughan.	—	—	
Frederick John Choat - Sergt.	Catherine Mary Choat.	—	—	
Charles Edmund Fowell - Pte.	Edith Florence Fowell.	—	—	
George Arthur Green - Sergt.	Jane Green -	Eric Fred - Florence -	8 Jan. 1897 17 May 1899	
Thomas Summerfield - Pte.	Agnes Summerfield	Doris Victoria -	5 May 1900	
William Hancox - - Pte.	Lilla Matilda Hancox	Ethel Grace - Lilla -	24 Sept. 1898 22 Sept. 1900	
John Partridge - - Pte.	Rose Ann Partridge.	—	—	
Reuben Constable - Pte.	Mary Harriet Constable	Isaac - Joseph - Norah May -	4 May 1896 6 Dec. 1897 10 Aug. 1899	
John Joseph Hendry Col.-Sergt.	Jemima Hendry -	William John - Rose May -	27 Oct. 1892 8 Nov. 1898	
Augustine Mulvaney Col.-Sergt.	Florence Mulvaney.	—	—	
Joseph John Ingram - Pte.	Florence Amelia Ingram	Joseph Henry - Florence Jane - Lily Louise - William - Beatrice -	12 June 1891 12 July 1893 5 May 1895 3 Jan. 1897 20 Jan. 1900	
Joseph Stroud - Lce.-Corpl.	Catherine Stroud.	—	—	
Charles John Pittaway Col.-Sergt.	Anastatia Pittaway	Alice - Charlie -	6 Feb. 1895 11 Jan. 1897	
Charles Lucas - - Sergt.	Bridget Lucas -	Beatrice - Charles -	30 July 1895 28 Sept. 1898	
David John Prosser - Lce.-Corpl.	Annie Elizabeth Prosser	William John -	28 Jan. 1899	
Robert Reid - - Sergt.	Sarah Ann Reid.	—	—	
Francis John Brown Lce.-Corpl.	Ann Elizabeth Brown	Henry -	26 Mar. 1898	
Frederick Fudge - - Pte.	Jane Fudge.	—	—	
William Myers - - Pte.	Hannah Myers.	—	—	
Andrew Howie - - Pte.	Catherine Howie	Anderina -	19 Apr. 1900	
Louis Hibberd - - Sapper	Lizzie Hibberd -	Louis Gilbert -	13 Sept. 1899	
John Edward Farmiloe - Pte.	Emily Jane Farmiloe	Elsie Emily -	9 Apr. 1899	
Edward Dunn - - Pte.	Emily Dunn -	Beatrice - Frederick -	25 Nov. 1896 21 July 1899	
Harry Brown - - Pte.	Annie Brown -	Ethel Annie -	18 June 1895	
John Quillan - - - Pte.	Mary Ann Quillan.	—	—	
James Dickson - - Pte.	Mary Lamb Dickson	Nellie Thomson James -	20 Mar. 1899 16 Aug. 1900	
Jesse Dauson - - Lce.-Corpl.	Ellen Dauson.	—	—	
Frank Band - - Col.-Sergt.	Helen Band -	Cecil Frank - Donald Leslie - Lawrence -	2 Oct. 1895 12 Oct. 1897 13 Sept. 1899	
Harry Pryer - - - Pte.	Phoebe Pryer.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Brass - - Pte.	Elizabeth Brass.	—	—	
Henry Leonard Stewart - Staff-Sergt.	Mary Pauline Stewart -	Roland - - - Wallace - - - Ralph - - - Mary - - - Henry Arthur - Robert Walter -	25 Apr. 1888 3 Sept. 1890 30 May 1892 8 Sept. 1895 13 Apr. 1897 21 Jan. 1899	
George Clark Herbert - Pte.	Caroline Julia Herbert.	—	—	
William Birtwistle - - Pte.	Ada Birtwistle - -	Beatrice Alice - -	11 Apr. 1894	
Frederick John Wood - Pte.	Jane Wood.	—	—	
James Day - - - Pte.	Sarah Ann Day.	—	—	
Alfred Gibbons - - Trooper	Rhoda Gibbons.	—	—	
William Joseph Forfitt - Pte.	Bessie Forfitt.	—	—	
John Edgar Opie - - Pte.	Mary Sybelle Opie -	Jessie - - - John - - -	17 Aug. 1896 5 Feb. 1899	
George Murphy - - Corpl.	Ellen Murphy - -	George Charles -	12 July 1898	
Albert Edwin Wassell - Pte.	Ellen Louisa Wassell -	Evelyn Alice - -	25 Jan. 1899	
James Beirne - - - Pte.	Julia Beirne - -	Mary Kate - -	28 Oct. 1899	
Henry James Spires - Pte.	Elizabeth Spires -	—	—	
Henry Charles Mulvey - Pte.	Gertrude Elizabeth Mulvey.	Kathleen Gertrude - William - - -	18 Mar. 1898 26 July 1899	
John Henry Silcock - Corpl.	Alice Silcock.	—	—	
William Gammons - - Gunr.	Emma Elizabeth Gammons.	Muriel Constance -	8 Oct. 1899	
Ernest Edward Attwood Pte.	Florence Lily Attwood.	—	—	
Albert Campen - - - Pte.	Anne Elizabeth Campen	Alfred - - - Ada Louisa - -	18 Mar. 1890 16 Feb. 1896	
Patrick Sullivan - - - Pte.	Ellen Sullivan - -	Ellen - - - Patrick - - -	25 July 1897 21 July 1899	
John Michael Reynolds - Sergt.	Elizabeth Ann Reynolds	Reginald - - - Gladys Mary - Robert Newton - Charles Patrick - Herbert George - John Cuthbert - Kathleen May - William Gatacre -	12 Dec. 1886 6 Feb. 1888 8 May 1889 1 Aug. 1890 17 June 1892 8 Oct. 1895 27 May 1897 6 Nov. 1899	
George Wilson - - - Pte.	Annie Wilson - -	George - - -	11 Dec. 1899	
Samuel Hanson - - - Pte.	Lucy Elizabeth Hanson	Lucy - - - Samuel - - -	20 Aug. 1898 14 Sept. 1900	
Henry Malone - - - Pte.	Margaret Malone -	Henry - - -	16 May 1900	
Frederick Albert East - Corpl.	Florence Edith East.	—	—	
Jesse Marchant - - - Pte.	Mary Ann Marchant.	—	—	
George Revill - - - Pte.	Sarah Jane Revill -	George - - -	14 Jan. 1900	
James Lay - - - - Pte.	Emma Lay - - -	Emma - - - James Henry - Alfred - - -	8 Mar. 1895 18 Apr. 1897 23 Oct. 1899	
Daniel Mason - - - Pte.	Annie Priscilla Mason -	Aaron - - - Daniel - - -	3 Dec. 1898 18 Apr. 1900	
Thomas Williams - - - Pte.	Hannah Williams -	Samuel Thomas - William - - -	20 Oct. 1897 5 Dec. 1898	
Frank Arthur Newham - Pte.	Isabella Newham -	Ellen Isabel - -	8 Aug. 1900	
John Lee - - - - Pte.	Jane Lee.	—	—	
Charles Edward Minard - Sergt.	Elizabeth Jane Minard.	—	—	
Cave Jenkins - - - Pte.	Minnie Maria Jenkins -	Florence Ann - Cave Estcourt -	10 July 1898 18 Nov. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Henry Austin - Pte.	Maud May Austin -	George - - - Henry - - -	5 July 1898 29 July 1899	
George William Beresford. - Sergt.-Mjr.	Florence Beresford.	—	—	
John Newell Newton - Pte.	Isabella Newton -	Isabella - - - John - - - Luther - - -	11 Mar. 1896 7 Jan. 1899 23 Apr. 1900	
Michael Hanlon - - Pte.	Mary Ann Hanlon -	Bridget - - -	25 Feb. 1894	
Martin O'Malley - - Pte.	Betsy Hannah O'Malley	Amy - - - Sarah - - - Frances - - -	15 Aug. 1893 8 Nov. 1894 9 Apr. 1899	
James Bright - - Sergt.	Louise Bright.	—	—	
Jeremiah O'Connor - Sergt.	Hannah O'Connor.	—	—	
George William Clark - Corpl.	Minnie Clark - -	Ellen - - -	7 Dec. 1899	
George Aldridge - - Pte.	Alice Aldridge - -	William - - -	15 July 1897	
William Shearer - - Pte.	Mary Ann Shearer -	Catherine - - - William - - - Susan - - - Davina - - - Mary Ann - - -	19 Mar. 1882 10 Oct. 1888 5 Jan. 1890 4 Mar. 1892 8 Oct. 1887	
Samuel Ryan - - Sergt.	Mary Ann Ryan -	Timothy Edward - Johanna - - - Francis - - -	16 Feb. 1887 19 Sept. 1890 27 Sept. 1897	
Herbert Henry Chilvers - Pte.	Sarah Ann Chilvers.	—	—	
John Price - - Corpl.	Hannah Price.	—	—	
William Adam Curtis - Pte.	Sarah Ann Curtis -	William Owen - -	18 June 1898	
William Marshall - - Pte.	Charlotte Alice Marshall.	William - - -	18 Mar. 1900	
William Arthur Underhill Pte.	Sarah Ann Underhill.	—	—	
John Quirk - - Pte.	Margaret Quirk.	—	—	
Henry Francis Buck - Pte.	Mary Ann Buck -	Francis Henry - -	5 July 1899	
Albert Cull - - Driver	Emma Cull.	—	—	
George Downie - - Driver	Jemima Downie.	—	—	
Charles Schelts - - Pte.	Louise Maud Schelts -	Elsie - - -	2 June 1900	
Tom Sherit Kidney - Corpl.	Sarah Ann Kidney.	—	—	
Frederick Kelland - Corpl.	Minnie Kelland - -	Frederick George -	5 Mar. 1900	
John Johnson - Col.-Sergt.	Jean Johnson - -	John James - - Robin Edward - - Gipsy - - - Reginald - - - Helen Wilkin - - Doris - - -	11 Apr. 1889 19 Feb. 1891 18 Mar. 1893 9 Mar. 1895 24 Feb. 1897 19 Aug. 1898	
Charles Caldwell - - Pte.	Maggie Caldwell -	Matilda - - -	27 Mar. 1899	
Herbert Littler - - Corpl.	Gertrude Littler -	Gertrude - - -	7 June 1900	
Arthur William Kirby - Sergt.	Kate Kirby.	—	—	
William Bickford - - Pte.	Bessie Bickford.	—	—	
Thomas McGarry - - Sergt.	Edith McGarry.	—	—	
William Frederick Hall - Sergt.	Ellen Hall - -	Charles - - - Emily - - - William - - - Ellie - - - Mary - - - Frederick - - - Dorothy - - -	2 May 1889 29 July 1891 29 May 1893 14 Apr. 1895 8 Mar. 1898 5 Sept. 1896 18 Jan. 1900	
John Pellican - - Pte.	Julia Pellican - -	John Joseph - -	30 Nov. 1900	
George Rendell - - Pte.	Emily Ann Rendell -	Samuel - - -	21 Nov. 1897	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Joseph Goff - - Pte.	Lydia Goff - -	Lydia Rose - - Albert Edward - -	21 Mar. 1898 9 June 1899	
Henry Edward Chevers - Pte.	Caroline Louise Chevers	Maud Rose - -	28 Feb. 1899	
Harry Moore - - Pte.	Annie Moore.	—	—	
Henry Garret Clancey - Pte.	Elizabeth Clancey.	—	—	
John Henry Batt - - Pte.	Lucy Batt.	—	—	
James Quigley - - Pte.	Catherine Quigley.	—	—	
Frederick Carpenter - Pte.	Annie Carpenter.	Norah Winifred - - Frederick - - Rosa Lily - - Edmund Victor - - Oswald James - -	21 June 1892 23 Aug. 1893 8 Aug. 1894 1 Jan. 1896 18 Nov. 1897	
George Samuel Mayes - Pte.	Harriet Jane Mayes -	Ethel - - Florence May - - George Samuel - - Arthur James - - William - - Lily Elizabeth - -	16 Sept. 1891 6 Apr. 1895 21 Sept. 1898 3 July 1896 17 Oct. 1897 14 Oct. 1899	
George Malcolm True - Pte.	Mary Elizabeth True -	Florence Evelyn - - Mabel Gertrude - -	25 Nov. 1896 13 Sept. 1899	
Frank Tarr - - Lce.-Corpl.	Mary Ellen Tarr -	Hector Frank - -	13 Apr. 1900	
Henry Faulkner - - Corpl.	Annie Faulkner -	Thomas - - Walter William - - William Henry - -	20 July 1895 23 Feb. 1897 19 Nov. 1898	
Jesse Richard Shade - Pte.	Mary Shade.	—	—	
Richard John Fugler - 2nd Class P. O.	Mary Ann Fugler -	Winifred - -	23 Dec. 1899	
Alexander Logan - - Pte.	Jessie Logan - -	Agnes - - Helen - -	28 Mar. 1886 11 June 1888	
Frank Martin - - Corpl.	Charlotte Henrietta Martin.	Catherine - - Frances - - Frederick - - Margaret - - Frank - - Ethel Isabel - -	16 Sept. 1886 19 May 1888 23 Jan. 1890 16 Mar. 1892 19 Dec. 1893 1 June 1896	
Joseph Bernard Valentine Condtr.	Ellen Mary Valentine -	Joseph Allen - - Eileen Agnes - -	1 Aug. 1891 8 Apr. 1899	
Peter Daniel Van Bunren Driver	Sarah Van Bunren.	—	—	
William Burdon - - Pte.	Sarah Ann Burdon -	Annie Myrtle - - Frederick - -	31 Dec. 1895 15 June 1899	
William James Thomas S. B. Phillips. Steward	Alberta Eliza Phillips -	Elsie Florence - -	4 July 1895	
Francis Benjamin Hickmott. Corpl.	Agnes Adelaide Hickmott.	Dorothy Agnes -	27 Dec. 1899	
Samuel Benjamin Bishop Lce.- Corpl.	Sarah Bishop - -	Sarah Louise - - Samuel Henry - - George - -	1 July 1894 11 Apr. 1897 6 Feb. 1899	
Joseph Clarke - - Pte.	Sarah Ann Clarke -	John - - Sarah Ellen - - Sarah Ann - -	6 Sept. 1887 22 Aug. 1896 22 May 1889	
John Whittaker - Lce.-Sergt.	Annie Whittaker.	—	—	
James Dowsett - - Gunr.	Eliza Maria Dowsett -	Daniel Frederick - - Leonard Frank - - Ernest George - -	21 May 1892 10 Nov. 1894 20 Dec. 1896	
Claude Ernest Salter - Trpr.	Jane Salter.	—	—	
Percy James Day - Pte.	Emma Day - -	Dorothy Ida - -	5 Aug. 1900	
Frank Payne - - Pte.	Alice Payfle - -	Violet - -	26 Oct. 1899	
William Humphries - Trpr.	Elizabeth Emily Humphries.	—	—	
George Levi House - Pte.	Henrietta House -	Leonard - -	4 July 1899	
Fred Wells - - Pte.	Florence May Wells -	Sydney Horace -	26 July 1894	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Mitchell - Lce.-Corpl.	Catherine Mitchell -	Catherine - -	12 Dec. 1896	
George Duncan Reid Lce.-Corpl.	Jessie Reid - -	Alexander - -	18 Apr. 1898	
Arthur Avis - - - Pte.	Rose Avis - -	May - - - Margaret - - William - - -	10 May 1894 17 Sept. 1897 2 Nov. 1899	
James William Ashe - Trpr.	Ellen Ashe - -	Lucinda - - Edward Allen - - William Henry - -	4 Mar. 1886 6 Apr. 1887 8 May 1888	
William Roughley - Pte.	Alice Roughley.	—	—	
James Conlon - Pte.	Mary Conlon.	—	—	
Joseph Patrick Looskan - Sergt.	Louisa Annie Looskan -	Joseph John - - Mary Ellen - - Louise Annie - - John - - - Edith - - - Catherine - - -	2 Apr. 1890 4 Aug. 1892 30 Mar. 1894 3 Oct. 1895 21 Jan. 1898 8 Mar. 1900	
Arthur Johnson - - Pte.	Mary Johnson -	Arthur Laurence -	24 Sept. 1898	
Frederick James Evans - Sapper	Elizabeth Evans -	Thomas William - Minnie - - -	24 May 1898 26 Nov. 1899	
James McEwan (bands- man). Pte.	Hannah McEwan.	—	—	
Edward Reid - - Pte.	Catherine Reid -	Edward - - -	8 Nov. 1898	
William Shearer - - Pte.	Olive Shearer - -	Henry Alex - -	4 July 1896	
William Carleton - - Pte.	Elizabeth Boyle Carle- ton.	Mary - - -	19 May 1900	
Robert Inglis - - Pte.	Margaret Inglis -	Robert - - - James - - -	27 Nov. 1896 14 May 1900	
Robert Lappin - - Pte.	Mary Lappin - -	John - - -	21 Mar. 1899	
John Wilson - - Pte.	Rose Ann Wilson.	—	—	
George Wood - - Pte.	Mary Wood - -	George - - -	15 Oct. 1899	
Philip Caney - - Sergt.	Mary Ann Caney -	Philip - - -	7 Apr. 1898	
George Gilby - - Pte.	Lucy Alice Gilby.	—	—	
George Lee - Lce.-Corpl.	Emma Lee - -	William George - Emily - - - Frederick - - Elizabeth - - Florence - - -	8 May 1892 25 Dec. 1893 25 Jan. 1896 1 Apr. 1898 11 Jan. 1900	
Timothy Ring - - Pte.	Margaret Ring - -	Margaret - - Patrick - - Ellen - - -	7 Apr. 1895 13 Sept. 1897 14 Jan. 1900	
Arthur Howlett - - Pte.	Annie Rebecca Howlett	Annie Edith - -	11 Aug. 1899	
Jabez Sanders - Pte.	Margeret Sanders.	—	—	
John William Haigh - Sergt.	Emily Haigh.	—	—	
George Cruickshank - Pte.	Agnes Cruickshank -	George - - Jean - - -	24 Dec. 1896 26 Oct. 1899	
William Devin - Lce.-Corpl.	Jane Devin.	—	—	
Edward Evans - - Pte.	Sarah Ann Evans -	Elizabeth Annie -	30 Oct. 1898	
Albert Mann - - Sergt.	Phoebe Mann.	—	—	
James Shipley - - Pte.	Alice Shipley - -	Margaret Elizabeth -	5 Aug. 1893	
Samuel Hadgraft - Sergt.	Maria Theresa Hadgraft.	—	—	
Thomas Carr - - Pte.	Maggie Ann Carr.	—	—	
Arthur Ernest Clutterbuck	Annie Clutterbuck.	—	—	
Charles Naish - - Pte.	Eleanora Naish.	—	—	
Edwin George Ford - Pte.	Elizabeth Ann Ford.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Nicholas Winter- bottom. Lce.- Corpl.	Alice Annie Winter- bottom.	Fred Hartley -	11 Dec. 1898	
Joseph Thomas Weaver - Gunr.	Ruth Sarah Weaver -	Frances May -	22 May 1898	
Arthur Stairs - - - Pte.	Alice Stairs - -	Irene Florence -	18 June 1900	
George Ingram - - - Pte.	Minnie Ingram -	Georgina -	27 July 1900	
Richard Hemsley - - - Pte.	Emily Hemsley -	Ethel - - -	20 Aug. 1890	
		May - - -	6 July 1893	
		Hilda - - -	17 June 1895	
		Blanche - - -	13 Nov. 1897	
		Richard - - -	28 Oct. 1899	
Frederick Panormo - Corpl.	Beatrice Panormo -	Beatrice Florence -	28 Mar. 1894	
Christopher Daly - - - Pte.	Mary Jane Daly.	—	—	
Henry Atkins - - - Driver	Alvina Henrietta Atkins	Queenie Villetta -	10 Jan. 1900	
Richard Lester - - - Pte.	Margaret Lester -	Alice - - -	3 Apr. 1897	
		Richard - - -	8 Jan. 1899	
Frederick John Bull - - - Pte.	Emma Ann Bull -	William James -	19 Dec. 1895	
		Frederick John -	12 May 1898	
		Nellie Elizabeth -	17 Nov. 1899	
Peter Melville - - - Pte.	Margaret Melville -	Alex - - -	16 July 1896	
		John - - -	6 Sept. 1897	
George Whitehouse - Corpl.	Mary Whitehouse -	Betsy - - -	31 Mar. 1898	
		George - - -	20 Oct. 1899	
George Mallinson - - - Pte.	Mary Mallinson -	Thomas - - -	22 May 1888	
Alfred Macefield - - - Pte.	Elizabeth Emma Mace- field.	Alfred Joseph -	16 Oct. 1895	
		William Daniel -	4 June 1897	
Charles Checkley - - - Pte.	- - -	George Alfred -	28 Dec. 1894	
		Ada Mary -	3 Apr. 1896	
		(Orphans.)		
Albert William Trickey - Corpl.	Elizabeth Annie Trickey	Albert William -	21 Sept. 1898	
Michael Quigley - - - Pte.	Ellen Quigley -	Charles - - -	8 June 1899	
George Weston - Lce.-Corpl.	Annie Maria Weston -	Florence Maud -	15 Oct. 1897	
George Hawker - - Bombr.	Caroline Frances Hawker.	George Francis -	5 Sept. 1898	
Alfred Joseph Aplin - - - Pte.	Beatrice Aplin.	—	—	
James Murray - - - Driver	Emma Murray.	—	—	
Ernest Edward Britnell - Pte.	Prudence Florence Britnell.	Gertrude - - -	16 Sept. 1896	
		Lillian Grace -	16 Aug. 1898	
George Chadwick - - - Pte.	Jane Annie Chadwick -	Arthur - - -	15 July 1899	
Arthur Smith, <i>alias</i> Kent	Harriet Smith -	Annie Lillian -	16 Sept. 1897	
		Harriet - - -	25 Oct. 1898	
John Brand - - - Pte.	Euphemia Brand -	John - - -	8 June 1900	
Henry Stanbridge - - - Pte.	Harriet Stanbridge -	Henry - - -	20 May 1900	
Charles Knight - - - Pte.	Alice Knight -	Gladys Edith -	24 Aug. 1900	
Henry James Price - - - Pte.	Emma Eliza Price.	—	—	
George Joseph Reid - - - Pte.	Alice Maud Reid -	William Charles -	25 May 1897	
Patrick McKeown - - - Pte.	Mary Ellen McKeown -	Samuel - - -	8 Dec. 1888	
		John - - -	8 Mar. 1890	
		Jane - - -	1 Dec. 1892	
		Mary - - -	9 Oct. 1898	
John Moore - - - Bombr.	Eliza Moore.	—	—	
William Ayres - - - Pte.	Caroline Kate Ayres -	Kate Elizabeth -	22 Jan. 1900	
Harry Carruthers Best - Pte.	Muriel Jennie Best.	—	—	
William Clarke - - - Pte.	Kate Eliza Clarke -	William Henry -	19 May 1898	
		Gertrude Fanny -	6 Feb. 1889	
		Ernest - - -	22 Dec. 1899	
		Rosie Etta - - -	28 Sept. 1887	
Walter William Carr - Driver	Eliza Carr.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Dennis Mullane - - Pte.	Margaret Mullane.	—	—	
David Hartley - - Pte.	Julia Hartley - -	Lily Victoria - -	24 May 1900	
Thomas Horrigan - - Pte.	Elizabeth Caroline Horrigan.	Elizabeth Amelia - -	10 Apr. 1899	
William Charles Tomkins Pte.	Matilda Tomkins.	—	—	
Charles Clarke - - Sergt.	Editha Clarke - -	Gladys - - - Charles - - -	24 June 1897 4 June 1898	
Reginald Lionel Teale - Sergt.	Elizabeth Teale - -	Myra Isabel - - Constance - - -	22 Apr. 1898 17 Oct. 1899	
Henry George Frampton. Lce.-Corpl.	Sarah Ann Frampton -	Grace Eveline - -	29 Oct. 1895	
James Harrison - - Pte.	Jane Harrison - -	Florence - - -	7 May 1899	
Alberti Sparey - - Pte.	Mary Sparey - -	Laura - - - Charles - - -	28 Jan. 1897 3 Sept. 1898	
Henry Royston - - Pte.	Mary Ann Royston -	Henry - - - Doris - - -	16 July 1895 30 Sept. 1898	
Bernard Edwin Constable Driver	Elizabeth Ann Constable.	Bernard - - -	23 Jan. 1900	
Henry Wallace - - Pte.	Ellen Wallace - -	Ellen - - -	10 Mar. 1900	
Francis Rymell - - Pte.	Christina Rymell.	—	—	
James Golden - - Pte.	Annie Golden.	—	—	
James Morgan - - Gunr.	Emily Kate Morgan.	—	—	
George Henry Dyer - - Pte.	Leonie Dyer - -	Florence Leonie - - Violet May - - -	29 Nov. 1896 17 Aug. 1898	
James Holland - - Pte.	Rosa Jane Holland.	—	—	
John Alexander McKenzie. Q.-M.-Sergt.	Margaret McKenzie -	Margaret Ann - - Violet Maud - - Doris May - - - John Alexander - -	25 June 1890 11 Sept. 1891 13 May 1893 28 Feb. 1895	
William Garnett - - Pte.	Margaret Alice Garnett	George - - - William - - - James - - - Winifred - - - Hannah Mary - -	9 Aug. 1887 27 Jan. 1891 10 Sept. 1894 22 July 1896 17 Mar. 1898	
Edward Henry Dawes - Corpl.	Florence Dawes - -	Walter - - - Reginald - - - Harry - - -	15 Mar. 1895 3 Aug. 1897 13 Nov. 1899	
Charles Matthew Dounie Pte.	Mary Dounie - -	Charles - - -	10 May 1900	
Arthur Barton - - Pte.	Jane Barton.	—	—	
John Hine - - - Pte.	Emily Eva Jane Hine -	Bertie George - -	22 Sept. 1897	
William Turner - - Pte.	Harriet Turner - -	William - - -	2 July 1900	
John Tiernan - - Pte.	Kate Tiernan - -	James Joseph - - Rose - - -	19 Jan. 1898 16 Sept. 1899	
Henry Sheaf - - Pte.	Elizabeth Sheaf - -	Samuel James - -	1 July 1899	(Mother) Margaret Mary Sheaf.
George Arthur Russell - Pte.	- - - -	George William (orphan)	19 Oct. 1896	
Charles James - - Pte.	Hannah James - -	Charles James - - Ethel Mary - - -	20 June 1896 14 Oct. 1899	
Henry George Pratchett Pte.	Edith Mary Pratchett -	Henry - - - William George - -	21 Mar. 1898 7 June 1900	
Thomas Adey - - Pte.	Florence Adey - -	Thomas - - - Lily - - -	20 Nov. 1893 21 Dec. 1895	
Henry Sygrave - - Pte.	Elizabeth Sygrave -	Elsie Florence - -	1 Mar. 1899	
Henry Graydon - - Pte.	Rose Anne Graydon -	George William - - Henrietta - - - Florence Rose - - Frederick - - - Maude Lavina - -	24 Nov. 1887 2 Apr. 1889 20 Nov. 1892 31 Jan. 1891 24 Jan. 1897	
Alfred Furnish - - Corpl.	Mary Furnish - -	George - - -	16 Sept. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Gregory - - Pte.	Ellen Florence Gregory	Georgina - - Minnie - -	27 Sept. 1897 25 Dec. 1899	
George Archer - - Pte.	Margaret Archer -	Edith Margaret - George - - Barbara Mabel - Alfred James -	9 July 1896 26 Sept. 1897 19 Feb. 1899 30 Apr. 1900	
Arthur Howe - - - Pte.	Mary Jane Howe.	—	—	
Walter Baldwin - Staff-Sergt.	Ada Baldwin - -	Walter Edwin - Archibald - -	3 June 1893 8 July 1897	
Arthur Edward Spence - Pte.	Amelia Elizabeth Spence	Minnie Ellen - Maud Victoria - Arthur Edward -	26 Feb. 1896 7 June 1897 13 Aug. 1898	
Albert John Pikeman - Pte.	Louise Pikeman - -	John James - -	4 Aug. 1898	
James Taggart - Col.-Sergt.	Jane Taggart - -	Frances Ellen - Mabel Gordon -	23 Aug. 1895 30 Mar. 1897	
David Mountain - - Pte.	Elizabeth Jane Mountain.	Margaret Ann - David John - -	24 Nov. 1897 24 May 1900	
Edward Smith - - - Pte.	Elizabeth Smith - -	Elizabeth - - Margaret - - Edward - -	29 May 1892 14 May 1895 23 July 1898	
Frederick McDonald - Pte.	Grace McDonald -	Clementine - Frederick - - Charles David -	24 Feb. 1896 19 Jan. 1898 25 Nov. 1899	
George Jerromes - - Pte.	Mary Ann Jerromes -	Winifred May - Thomas George - Kathleen Mary -	17 July 1894 2 Sept. 1896 30 Dec. 1898	
Frederick William Tyrrell Sergt.	Elizabeth Tyrrell -	Frederick - - Elizabeth Ann - Walter Charles -	30 Aug. 1894 6 July 1896 9 Aug. 1898	
Ernest Albert Ashby - Corpl.	Jane Ashby - -	George Lionel - Algernon Henry -	1 Aug. 1896 3 Sept. 1897	
Thomas McNamara - Pte.	Alice Ann McNamara	William - -	18 Mar. 1898	
George Gill - - - Pte.	Bessie Annie Gill.	—	—	
Harry Smith - - - Pte.	Elizabeth Sarah Smith.	—	—	
Benjamin Alfred Norrie - Pte.	Alice Maud Norrie.	—	—	
Edward Hawker - - - Pte.	Harriet Hawker.	—	—	
Henry Mark Greenwood - Sergt.	Mary Jane Greenwood.	—	—	
Francis Marshall Hall - Sergt.	Jessie Ada Hall - -	Francis - - Marshall - - Milba - - Bernard - -	18 Apr. 1891 4 Oct. 1892 10 May 1895 12 July 1897	
James O'Keeffe - - - Pte.	Annie O'Keeffe.	—	—	
Michael Monaghan - Pte.	Eliza Monaghan - -	Michael - -	2 Nov. 1899	
James Bramwell - - - Pte.	Mary Ann Bramwell -	Joseph - - Jane Ellen - -	16 Feb. 1898 4 Mar. 1900	
Frederick Charles Brown Pte.	Clara Emma Brown -	Edith Clara - Frederick Arthur -	13 Mar. 1898 9 June 1900	
George Robert Maylard - Pte.	Rhoda Maylard.	—	—	
Thomas Johnson - - - Pte.	Emma Johnson.	—	—	
George Thomas Henry Franklin Pte.	Sarah Barbara Franklin	George William -	29 Apr. 1899	
James Richard Wallis - Sergt.	Susannah Amy Wallis	Cyril - - Pretoria May -	19 Oct. 1898 9 June 1900	
Walter Webber - - - Corpl.	Emily Jane Webber -	Walter George - Elizabeth - -	19 Feb. 1897 28 July 1899	
Walter Mellor - - - Lee.-Corpl.	May Louisa Sophia Bates.	Arthur George -	9 Dec. 1899	
Michael Noonan - - - Pte.	Jemima Noonan.	—	—	
James Macey - - - Pte.	Elizabeth Macey- -	Lillie - - Edward James -	12 Apr. 1898 26 Mar. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Abraham Walter Parker Pte.	Agnes Mary Parker -	Agnes Mary - - Daisy Florence - -	19 May 1897 18 Aug. 1899	
Thomas Duggau - - Pte.	Catherine Duggan -	Bridget - - - Patrick - - - Michael - - - John - - -	17 June 1898 18 Sept. 1895 17 July 1897 15 Jan. 1899	
William Gordon - - Pte.	Sarah Gordon.	—	—	
Thomas Gannon - - Pte.	Mary Gannon.	—	—	
Philip Coleman - - Pte.	Mary Coleman - -	Frederick - - - Samuel - - - Harriett - - - Edith Ellen - - Ernest Philip - -	11 Feb. 1888 29 Sept. 1890 11 Feb. 1893 13 Sept. 1895 30 Nov. 1897	
Thomas Critchley - - Pte.	Maggie Alice Critchley	Lily - - - Agnes - - -	19 Jan. 1898 8 Apr. 1899	
John Whitebread - Driver	Annie Whitebread.	—	—	
George Hookham - - Sergt.	Clara Alice Hookham.	—	—	
Peter Dunne - - Pte.	Jane Dunne - -	Mary - - - Ann Christina - -	19 June 1898 11 Dec. 1899	
Edward Marshall - - Pte.	Sarah Ann Marshall -	Albert Edward - - Frederick - - - Mabel Mary - - - Victor George - -	13 Aug. 1891 19 July 1893 30 Mar. 1895 18 June 1897	
Timothy McCarthy - Pte.	Mary McCarthy.	—	—	
Henry Cook - - Lee.-Sergt.	Ada Cook.	—	—	
Ernest Weatherden - Pte.	Rosino Weatherdon.	—	—	
John Welsford - - Pte.	Clara Welsford - -	Annie - - - Ada - - - Richard - - -	14 May 1892 24 Feb. 1898 9 Dec. 1899	
Charles Barker - - Pte.	Ellen Barker.	—	—	
James McDougal - Pte.	Alexina McDougal -	James - - - Elizabeth - - -	9 July 1896 10 Apr. 1898	
John Aldridge - - Pte.	Florence Aldridge -	John Edward - - William George - - Florence May - -	26 June 1891 24 Oct. 1894 18 Aug. 1896	
Stanley Prior - - Pte.	Nora Kathleen Prior.	—	—	
John Alexander McKenzie. Q.-M.-Sergt.	Margaret McKenzie -	Stanley Mason - - Gladys Marion - -	11 Nov. 1896 11 Feb. 1898	
Henry Cook - - - Pte.	Ann Cook.	—	—	
William Palmer - - Sergt.	Jane Palmer - -	William Thomas -	19 Apr. 1900	
Henry Pearce - - Gunr.	Ethel Eliza Pearce.	—	—	
John Albert Fry - Driver	Emily Fry - -	Alfred - - - Albert - - -	12 Apr. 1896 29 Apr. 1900	
Edmund Fowler - - Sapper	Mary Fowler.	—	—	
Henry Hemmings - Corpl.	Fanny Louisa Hemmings.	Samuel Henry -	7 Aug. 1896	
Thomas William Grantham. Corpl.	Annie Grantham -	Mary - - - Constance Mary - -	11 Sept. 1898 8 Oct. 1900	
Ernest Cox - - Pte.	Ellen Cox - -	Albert Ernest - - Walter - - - Ephraim - - - Ernest - - -	25 Mar. 1895 1 Jan. 1898 3 Feb. 1899 26 Apr. 1900	
William Haskell - - Pte.	Mary Jane Haskell -	Annie - - -	31 May 1899	
James Purtill - - Gunr.	Ellen Purtill.	—	—	
Charles Thomas Aldridge Driver Day.	Sarah Elizabeth Day.	—	—	
Hamilton Henry McCasker. Pte.	Mary McCasker -	Frederick William - Henry - - - Florence Elizabeth - Dorothy May - -	9 Jan. 1894 6 Apr. 1898 19 Dec. 1895 5 July 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Harry Warr - - Sergt.	Agnes Charlotte Warr	Margaret Mary - - Amy - - Harry Samuel - -	28 May 1893 27 May 1895 26 Apr. 1900	
George James Kimersley Pte.	Eliza Kimersley - -	Georgina Grace - -	26 Apr. 1900	
Abel Crumpton - Pte.	Fanny Crumpton - -	Frederick - - Lucy - -	6 June 1893 22 Mar. 1900	
John Elliott - - Pte.	Jane Isabella Elliott -	John - -	17 Mar. 1900	
Isaac Codd - - - Sergt.	Emma Elizabeth Codd -	Lilian May - - Charles Henry - -	1 June 1896 20 May 1899	
Albert Savery - - Pte.	Minnie Savery.	—	—	
William Charles Goslett- Transpt. Condr.	Helena Maria Goslett.	—	—	
Jesse Cooper - - - Pte.	Kate Cooper - -	John - -	17 Feb. 1899	
James Shade - - Corpl.	Catherine Shade - -	Jemima - -	5 May 1899	
John David Ellis - - Sergt.	Nellie Ellis.	—	—	
George Vivian - Bombr.	Eliza Vivian - -	Violet Vivian - - Marie - -	10 Jan. 1899 6 Mar. 1900	
Daniel King - - - Pte.	Annie Martha King -	Vera Annie - - Doris - -	12 Nov. 1898 4 Dec. 1899	
George Henry Bennett - Pte.	Eva Kate Bennett.	—	—	
Lewis Philip Attfield - Sergt.	Martha Jane Attfield -	Mabel Annie - - Leslie Philip - -	29 Nov. 1899 12 Feb. 1898	
Alfred Harris - - Sapper	Isabella Harris.	—	—	
Charles Routley - Shoeing Smith	Emily Laura Routley -	Louisa Jane - -	5 Apr. 1899	
Harry Shearman - - Pte.	Amelia Shearman - -	Florence Annie - - William Harry - -	16 May 1898 24 Dec. 1899	
John Henry Manuel - Sergt.	Emily Manuel.	—	—	
William Granville - Lce.-Corpl.	Annie Mary Granville	Beatrice Ann - - Doris Louise - -	6 Sept. 1896 3 Dec. 1898	
John Keith - - Pte.	Eliza Keith.	—	—	
Henry Lister - - Pte.	Ellen Lister - -	William Henry - - Bessie - -	8 Nov. 1897 27 Oct. 1895	
William Alexander McNish Pte.	Sarah McNish.	—	—	
Thomas Meakin - - Pte.	Margaret Ann Meakin	William - - Dorothy Mary - - Violet Gladys - - John - -	30 Aug. 1888 21 Jan. 1895 2 Sept. 1898 6 Oct. 1899	
Patrick Keogh - - Pte.	Elizabeth Keogh - -	Mary Margaret - - Patrick - -	22 Aug. 1898 12 May 1900	
Charles Vaughan Jones - Sergt.	Sarah Ann Jones - -	Edgar Vaughan - - John Reginald - - Herbert Vaughan -	8 Sept. 1890 2 Apr. 1892 1 June 1899	
Walter James Crook - Pte.	Alice Crook - -	Alfred - - Frederick William - Walter - -	3 July 1897 5 Sept. 1890 19 Mar. 1900	
Robert Connolly - Col.-Sergt.	Elizabeth Connolly -	Ethelyne May - - Violet Beatrice -	9 May 1895 20 Jan. 1897	
Frederick Maurice - Lce.-Corpl.	Harriet Maurice - -	Agnes Grace - -	10 July 1899	
William Durkan - Sergt.-Mjr.	Margaret Durkan - -	William Michael - John - -	18 Jan. 1898 31 Dec. 1894	
Richard Brigden - - Pte.	Mary Ann Brigden -	Richard - - Rose - -	22 Aug. 1897 11 Feb. 1899	
James Davis - - Pte.	Clara Davis - -	Violet Elizabeth -	14 July 1899	
Thomas Newbury Kelly - Pte.	Thirza Kelly - -	Dorothy - -	18 Oct. 1899	
John Zabor Lishman - Sergt.	Wilhelmina Lishman.	—	—	
James George Blizzard - Pte.	Annie Elisabeth Blizzard	Alice Mary - -	24 Jan. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Robert Norton - Officer's Servant	Ellen Norton - -	Ellen - - - Jane - - - Ethel - - -	23 Sept. 1885 23 June 1888 17 Sept. 1891	
Michael John Monks - Sapper	Ellen Monks - -	Frederick John - -	9 June 1895	
William Bird - - - Pte.	Luey Bird - - -	Sidney James - - Dorothy - - -	8 June 1898 30 July 1899	
William Hope Sotherton - Sergt.	Alice Augusta Sotherton	William Thomas -	7 Oct. 1899	
William Huntingdon - Sapper	Mary Quendoline Huntingdon.	Quendoline May -	29 May 1899	
Peter Quinn - - - Trpr.	Agnes Elizabeth Quinn	Patrick Arthur - Mary - - - Peter John - -	8 May 1889 1 May 1895 2 June 1900	
Anzela Cooper - - - Sergt.	- - - -	Gertrude Eveline Ethel Beatrice (Orphans.)	21 Dec. 1895 5 Jan. 1898	
Frederick Charles Wakefield. Driver	Alice Emily Wakefield	Grace - - - May - - -	7 May 1896 7 May 1900	
Henry Portbury - - - Pte.	Catherine Portbury -	Beatrice - - -	14 July 1897	
Herbert Stephen de Lce.- Lorme. Corpl.	Johanna Maria de Lorme.	Gladys May - - -	25 Oct. 1899	
Thomas Williams - - - Gunr.	Ada Williams.	—	—	
John Pocock - - - Lce.-Corpl.	Victoria Mary Pocock.	—	—	
Robert Knowles - - - Pte.	Louise Knowles.	—	—	
James Barge - - - Pte.	Minnie Sophia Barge.	—	—	
Albert Edward Barker Lce.-Corpl.	Louisa Barker.	—	—	
Daniel Delaney - - - Sergt.	Caroline Jeanne Delaney.	Joseph Daniel - Bertha - - -	16 Feb. 1896 12 July 1897	
Edward Charles Hawes - Pte.	Rose Jane Hawes -	Charles Edward Bessie Victoria -	19 July 1898 6 Apr. 1900	
Robert King - - - Pte.	Elizabeth Jane King.	—	—	
Arthur John Goodfellow. Shoeing Smith.	Annie Elizabeth Good- fellow.	—	—	
James Cobbett - - - Pte.	Emma Ann Cobbett -	William James - -	8 Nov. 1899	
Jabez William Nethersole Pte.	Bertha Elizabeth Nethersole.	Walter Jabez - -	6 Jan. 1900	
Richard Wadkin - - - Pte.	Maud Wadkin - -	Richard - - -	11 Oct. 1899	
Patrick Myall - - - Sergt.	Annie Myall - -	Nora - - -	8 Oct. 1898	
John Joseph Kiddy - Electrical Engineer.	Sarah Ann Kiddy -	Sarah Elizabeth - John Henry - - Emma Caroline - Dorothy Mary - -	11 July 1885 4 Sept. 1888 6 Sept. 1890 18 Dec. 1892	
Arthur Ashenden - - - Pte.	Mary Ashenden - -	Constance - - -	15 Mar. 1898	
Augustus Meaburn Phillips Sergt.	Jessamine Henrietta Phillips.	Percival - - - Charles - - -	24 Apr. 1899 25 Aug. 1900	
Benjamin Branch - - - Trpr.	Mary Ann Branch -	May Alice - - - Violet Evelyn - Ivy Gertrude - -	15 May 1894 11 Sept. 1897 2 July 1899	
Maskell Spencer - - - Corpl.	Daisy Spencer.	—	—	
Daniel George Geere Sergt.-Mjr.	Edith Sara Geere -	Quendoline - - Stavers George - Eric Fredric - - Agnes Elsie - -	16 July 1891 4 Nov. 1892 22 Apr. 1897 27 Feb. 1899	
George Clifford Brady Sergt.-Mjr.	Catherine Honor Brady	George Valentine - John Frampton - Nora Octavia - -	26 Mar. 1895 25 Jan. 1897 25 July 1899	
George Samuel Savage - Pte.	Catherine Savage -	Kate Maud - - - George Walter - Grace Annie - - Christopher - -	25 May 1892 23 Oct. 1893 16 Sept. 1895 8 Nov. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James McHale - - Pte.	Emily McHale.	—	—	
Daniel Chidlow - - Pte.	Kate Chidlow -	Amelia - - -	5 Jan. 1896	
Adam George Mill - - Sergt.	Kate Mill - - -	Annie - - - Adam George - - -	25 Nov. 1898 31 May 1900	
John Lane - - Pte.	Mary Lane.	—	—	
Frederick Wesley Sworn - Pte.	Maud Ellen Sworn -	Nellie - - -	21 Apr. 1900	
George Upex - - Pte.	Elizabeth Upex - -	George - - - James Edward - - -	16 May 1899 14 Nov. 1895	
Joseph Dickson - - Pte.	Jane Dickson.	—	—	
Charles Wellsted - Pte.	Eliza Wellsted - -	Charles Frederick - Claud Frank - - Ethel Maud - - -	20 June 1896 6 Aug. 1897 14 Aug. 1900	
George Bentley - - Pte.	Martha Bentley.	—	—	
William Crabb - - Pte.	Emily Maria Crabb.	—	—	
James Kinlay - - Pte.	Annie Kinlay - -	Jane - - -	18 Apr. 1899	
William Black - - Pto.	Bridget Cissy Black -	Arthur - - -	18 May 1898	
William Perry - - Pte.	Kate Perry - -	Maud - - - Ivy - - -	29 Nov. 1897 11 Feb. 1900	
George Ovens - - Pte.	Elizabeth Ovens.	—	—	
William Francis Norman Pte.	Elizabeth Horton Norman.	Alfred William - -	3 Oct. 1885	
Frederick Robinson - Pte.	Jacoba Christine Robinson.	James - - -	19 Aug. 1899	
Leonard Price - - Driver	Kate Price - -	Louisa - - -	25 Aug. 1899	
John Barnett - - Gunr.	Alice Louise Barnett.	—	—	
William Lomas - - Pte.	Mary Lomas - -	Robert - - -	7 Apr. 1893	
Tom Blaikie - - - Sergt.	Margaret Blaikie -	Kenneth Guy - -	8 May 1897	
Alfred Edgar - - Pte.	Jenny Constance Edgar.	—	—	
Joseph Hancorn Smith - Pte.	Johanna Wilhemina Smith.	Lilian May - -	29 Dec. 1899	
John Patrick McCartin - Pte.	- - -	John Edward (orphan)	29 Jan. 1898	
Francis Edward Merritt - Pte.	Emily Merritt -	Lily Jane - - - Christopher - - - Samuel Thomas - - -	25 July 1895 13 July 1896 8 Apr. 1898	
Edward Richard Childs - Pte.	Jessie Ellen Childs -	Jessie Emily - - - William - - -	10 Feb. 1898 10 Apr. 1899	
Joseph Alfred Gandy Lce.-Corpl.	Agnes Ruth Gandy -	Joseph Alfred - -	21 Mar. 1899	
Arthur Shove - Lce.-Corpl.	Mary Jane Shove -	Minnie - - -	9 July 1899	
Joseph Long - Lce.-Corpl.	Annie Long -	Henry Joseph - - Annie Selina - - Sophia - - - Mabel - - - Joseph William - -	11 Sept. 1892 30 Nov. 1893 10 July 1895 4 Oct. 1897 22 June 1900	
F. J. Cameron - - Corpl.	F. G. Cameron.	—	—	
Richard James Berry - Pte.	Emma Harriet Berry -	Richard - - - William - - - Thomas - - - Ethel - - -	26 Apr. 1896 23 July 1897 11 Feb. 1899 4 May 1900	
Charles James Barnes - Pte.	Bessie Barnes.	—	—	
Alfred Charles Blanks - Corpl.	Elizabeth Mary Blanks.	—	—	
John Edward Whitmill. Lce.-Corpl.	Edith Annie Whitmill -	Lilian Ethel - -	11 Sept. 1899	
Frank Ernest Matthews - Pte.	Mary Matthews - -	William Sydney - -	5 Jan. 1898	
Frederick Isaac Houghton Pte.	Mary Theresa Houghton.	—	—	
Thomas Brix - - Driver	Agnes Brix - -	Thomas - - -	7 Mar. 1900	
John Beeman - - Pte.	Florence Gertrude Beeman.	Ruby - - -	14 May 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Albert Rawlings - - Sergt.	Harriet Rawlings -	Alberta May - -	5 Apr. 1900	
James Pinnoek - - Pte.	Ellen Beatrice Pinnoek.	—	—	
William Prangnell - - Pte.	Ina Prangnell - -	Ina Jane - -	22 Jan. 1900	
Thomas Weaver - - Pte.	Elizabeth Weaver.	—	—	
William Henry Surman - Gunr.	Annie Elizabeth Sur- man.	—	—	
George Henry Skone - Gunr.	Selina Skone - -	Esther Lilian - -	30 Sept. 1900	
Richard Goodwill - Pte.	Mary Emma Goodwill.	—	—	
Frederick William Hor- ton.	Mary Horton - -	Fred William - -	20 July 1896	
William Large - Lce.-Corpl.	F. Large.	—	—	
Hubert James - - Pte.	Emma James.	—	—	
George Towries - - Pte.	Emily Towries -	Ruth - - - Joseph - - -	5 Dec. 1894 1 Jan. 1899	
John William Vick - Lce.-Corpl.	Lucy Ann Vick.	—	—	
Frederick Walter Hodder Driver	Florence Eliza Hodder	Florence - -	18 Nov. 1899	
Edwin King - - Corpl.	Alice Beatrice King.	—	—	
John Moran - - Driver	Sophia Moran.	—	—	
Albert George Gosling - Pte.	Lizzie Gosling -	Edith Mabel - - Albert George - -	20 Jan. 1898 26 June 1899	
Frederick Charles Martin Sergt.	Annie Catherine Martin	Eric Charles - -	4 Feb. 1900	
Thomas John Gill - - Sergt.	Eliza Gill - - -	Edith - - - Ruth - - - Norman - - - Percy - - -	25 Mar. 1885 31 Oct. 1888 8 Aug. 1890 24 Oct. 1892	
Andrew Christopher Trpr. Palles.	Naomi Isabella Palles -	Catherine Eugene -	19 July 1900	
Francis John Adrian Pte. Logan.	Alice May Logan -	Francis Thomas -	5 Feb. 1900	
John Gordan - - Sub.-Condtr.	Minnie Isabell Gordan-	Elizabeth - - - John Edward - -	9 Mar. 1897 14 Mar. 1899	
Alexander William Marr Pte.	Alice Marr - -	Alice Jessie - -	25 Mar. 1886	
William Shimmin - - Pte.	Grace Elizabeth Shim- min.	William - - -	3 Feb. 1900	
William Brooke Yorke - Trpr.	Henrietta Mary Ann Yorke.	Elven Curtis - - Eilleen - - -	25 Jan. 1898 13 Jan. 1900	
George Whitney Ryan - Pte.	Susan Maria Ryan -	Margaret - - - Isaac - - - James - - -	18 Sept. 1888 28 Oct. 1891 28 Sept. 1893	
William Charles Pickett Lce.-Corpl.	- - - -	Minnie Bertha (orphan)	3 Mar. 1900	
Thomas Giblin - - Pte.	Sarah Ann Giblin.	—	—	
John William Prest - Pte.	Hannah Elizabeth Prest	—	—	
David Hunter - - Pte.	Lucy Hunter.	—	—	
George William Stephen- son.	Hannah Stephenson -	Maud Mary - - Winifred - - - Hilda - - - Alma Gertrude - - Ada Myra - - - George William - - Thomas - - -	17 Oct. 1890 21 Oct. 1891 9 May 1893 12 Aug. 1895 18 Aug. 1896 4 Jan. 1899 14 May 1900	
John Bamberger - Pte.	Roseannah Bamberger.	—	—	
Arthur Walter Isted - Pte.	Edith Isted.	—	—	
Robert Webb - - Pte.	Ellen Webb - -	William - -	15 Dec. 1890	
Fred Blackwell - - Driver	Florence Elizabeth Blackwell.	Florence - -	24 Sept. 1899	
Joseph Goodes - - Pte.	Martha Goodes.	—	—	
Henry George Collins - Pte.	Annie Elizabeth Collins	Violet - - -	18 Sept. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Ernest Harris - - Pte.	Lilian Harris - -	Dorothy - - -	23 Jan. 1899	
George Garrod - - Corpl.	Florence Garrod -	Laurance - - - May - - - George - - - Edith - - -	23 Oct. 1893 16 June 1889 25 Dec. 1894 21 Mar. 1899	
Alfred Morris - - Pte.	Annie Morris - -	Arthur - - - Mabel - - - Annie - - - Henrietta - - -	1 Sept. 1893 2 May 1897 9 May 1899 4 Dec. 1894	
Patrick O'Neill - - Gunr.	Elizabeth O'Neill -	Ellen - - - Kathleen - - -	10 May 1898 2 Oct. 1899	
William George Somers - Sergt.	Clara Levinia Somers -	William Henry - Robert George - Violet Blanche - Elizabeth Ellen -	11 Apr. 1890 19 Feb. 1892 15 June 1894 4 Jan. 1898	
William Reedman - - Pte.	Mary Reedman - -	Daisy May - -	22 Jan. 1897	
Edward Jones - - Pte.	Catherine Jane Jones -	Richard George -	19 Dec. 1899	
Harry Freakley - - Pte.	Alice Maud Freakley -	Elizabeth - -	29 Sept. 1898	
William Whateley - - Sergt.	Eliza Sarah Whateley -	Caroline Emily - William George - Constance - -	31 Oct. 1894 28 Feb. 1896 5 Nov. 1897	
Arthur Thomas Phillips Pte.	Mary Ellen Phillips -	Arthur Thomas -	18 May 1900	
Herman Charles Jordan - Pte.	Rose Jordan.	—	—	
Robert Kay - Staff-Sergt.-Mjr.	Margaret Dorothy Kay.	—	—	
John Cottrell - - Pte.	Jane Cottrell.	—	—	
Sidney Gill - - - Driver	Emily Louisa Gill -	Alice Olive - - Augusta Annie - Sydney Richard - Alfred William -	11 Aug. 1893 18 Jan. 1895 28 Feb. 1896 26 Jan. 1899	
Albert George Baker - - Pte.	Sarah Baker.	—	—	
William Keir - - Pte.	Jaue Keir - - -	John William - Jean Fraser - -	6 Mar. 1898 20 Apr. 1900	
Richard Wilson - - Pte.	Rosa Wilson - -	Allan Richard -	17 June 1899	
Timothy Morey - - Sergt.	Nora Morey.	—	—	
Thomas Swales - - Pte.	Mary Ann Swales -	Julia Elizabeth - Ernest Thomas - Mabel Pretoria -	23 Sept. 1890 15 Apr. 1898 22 Aug. 1900	
John Roger Stanton - - Pte.	Louisa Henrietta Stan- ton.	—	—	
Alfred Whall - - Corpl.	Rachel Whall.	—	—	
Benjamin Walter Webb - Corpl.	Mary Webb - -	Helen Mary - - Winifred May - -	23 Oct. 1898 28 June 1900	
Francis Eustace Harbird Sergt.	Selina Harbird - -	Mabel - - - Florence Elsie -	29 Jan. 1896 14 June 1893	
Charles Bricknell Dew - Gunr.	Ethel Fanny Dew -	Ethel - - - Dorothy - - -	9 Feb. 1899 5 June 1900	
William Hill - - - Pte.	Maria Agnes Hill.	—	—	
James Coulter - - Pte.	Helen Coulter - -	Isabella - - -	25 Nov. 1899	
Charles Thorne - - Pte.	Louisa Thorne - -	William Charles - Philip - - - Janet May - -	7 Oct. 1894 14 Feb. 1896 1 May 1899	
John Samuels - - - Pte.	Rachel Samuels -	John - - -	24 June 1900	
Fred Coates - - - Pte.	Fanny Coates - -	Nora Gladys - -	20 Jan. 1894	
Thomas Green - - Corpl.	Mary Green - -	Annie - - - Kate - - -	11 Apr. 1897 16 Aug. 1898	
Walter William Green Col.-Sergt.	Ethel Amelia Green -	Ida Louisa - - Edith May - -	9 Feb. 1896 17 Nov. 1898	
Harry Ward - - - Pte.	Annie Ward - -	Lilian Edith - - Florence - - -	17 Apr. 1894 25 July 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Bramma - Pte.	Annie Bramma - -	Lilian - - -	1 July 1895	
Henry Peter Vandriel - Pte.	Leah Ellen Vandriel -	Grace - - - Albert - - - Henry - - -	15 Sept. 1894 20 June 1896 10 June 1899	
Thomas Hartley - - Pte.	Georgina Hartley.	—	—	
William Church - - Pte.	Annie Church - -	Alice Emily - -	11 Aug. 1896	
David Wilson - - Pte.	Mary Elizabeth Wilson	Priscilla - - - Samuel - - - Richard - - -	25 Oct. 1890 15 Apr. 1895 28 July 1897	
Arthur Brown - - Pte.	Caroline Brown - -	Adelaide - - -	27 June 1899	
Alfred Bennet - Pte.	Kate Amelia Bennet -	Alfred - - - Kathleen - - - Arthur - - -	29 June 1891 8 Nov. 1894 19 Feb. 1897	
Albert Arthur Shurvinton Sapper	Martha Emma Shur- vinton.	Albert - - - Frederick - - -	16 June 1898 19 Sept. 1899	
Harry Hetherington Yates Staff- Sergt.-Mjr.	Mary Jane Yates -	Theodora - - - Annie - - -	20 Mar. 1892 8 Aug. 1894	
Henry Gray - - - Corpl.	Elizabeth Lucy Gray -	Florence - - - Helena - - -	25 June 1897 30 Nov. 1898	
Isaac John Gay - - Bombr.	Matilda Gay.	—	—	
Alfred Huckins - - Pte.	Mary Ellen Huckins -	George - - - Alfred - - - Bert - - -	29 Mar. 1895 13 Dec. 1897 13 Jan. 1900	
Richard Philip Cogdale - Sergt.	Elizabeth Mary Cogdale	Edward William -	1 Oct. 1897	
Sidney Herbert Pyrke - Pte.	Minnie Pyrke - -	Sidney - - - Minnie - - - Lilian - - -	26 May 1894 17 June 1896 16 Oct. 1898	
Alfred Hammerton - Gunr.	Harriet Elizabeth Ham- merton.	Letitia - - - Lucy - - -	13 Apr. 1893 4 Oct. 1897	
Thomas Rogers - - Pte.	Alice Jane Rogers -	Cyril Thomas - -	14 May 1898	
Hugh Henry Shaw - - Pte.	Frances Alice Shaw -	Hugh Douglas - -	20 Oct. 1898	
William John Little - Pte.	Alice Louisa Little -	Mabel Elizabeth - William John -	18 Sept. 1898 20 Jan. 1900	
William Robert Lidstone Pte.	Mary Jane Lidstone.	—	—	
Frederick Sizer - - Pte.	Emma Jane Sizer -	Rose Emma - -	13 June 1900	
Stephen Watson - - Sergt.	Florence Clare Watson	Kate Margaret - Victoria Florence -	5 July 1898 3 Dec. 1899	
John Jones Smith - Pte.	Alice Smith - -	Dorothy Hilda - -	29 Sept. 1899	
Timothy Quillan - - Pte.	Jane Quillan - -	Annie - - - Michael - - - Patrick - - -	29 Mar. 1895 20 Oct. 1896 23 May 1898	
Herbert Henry Gunner Shoeing Smith	Florence Mary Gunner	Lily Rebecca - -	28 June 1899	
Frank Reginald Clemas Staff- Sergt.	Clara Clemas - -	Frank - - -	26 Apr. 1899	
Francis Henry Tyson Staff-Sergt.	Lucy Tyson.	—	—	
John Brewer - - Pte.	Frances Louise Brewer	Nora Louise - - Florence Ivy - - Doris Amy - - Cecil John - -	18 Apr. 1895 18 Mar. 1897 29 Dec. 1898 15 Sept. 1900	
William Henry Sorrell - Pte.	Mary Elizabeth Sorrell	Hilda Winifred - William Ernest - Elizabeth - - -	27 Mar. 1897 5 Aug. 1898 2 Apr. 1900	
Charles Ross - - Pte.	Louisa Jane Ross -	Alexander William - Edward George - Agnes - - - Ida - - -	27 May 1891 29 Nov. 1892 24 June 1888 11 June 1894	
Herbert Charles Clode - Pte.	Elizabeth Clode.	—	—	

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William Martyr - - Corpl.	Minnie Martyr - -	William - -	11 July 1900	
Walter Gray - - Corpl.	Mary Jane Gray -	Florence Mary - Elizabeth Maud - Walter Edward -	15 Dec. 1896 19 June 1898 1 Feb. 1900	
William Spencer - Pte.	Isabella Spencer -	Winifred - Catherine -	17 Oct. 1898 7 Oct. 1899	
Henry James Dobson - Pte.	Mary Ann Dobson -	Henry Edward -	20 July 1898	
Ernest George Allen - Pte.	Rosina Allen.	—	—	
Hudson Hyland - Lce.-Corpl.	Margaret Hyland -	Hudson - -	8 June 1893	
George Choules - - Pte.	Eliza Jane Choules -	Edith Maud - William George - Hilda Elizabeth -	23 Mar. 1896 17 Apr. 1898 9 Sept. 1900	
John Tom Buckberry - Pte.	Annie Buckberry	Annie - - Nellie - -	2 Dec. 1896 2 Feb. 1900	
Alexander Milne - Sapper	Elizabeth Donald Milne	Charles Weston - Marjory -	19 Apr. 1892 18 Dec. 1893	
Frederick Lemm - Gunr.	Astrea Lemm - -	Amanda - - Freda May - - Ivy Helen - -	7 Jan. 1892 25 Sept. 1894 24 Dec. 1897	
Alexander Samuel Wallace Pte.	Kathleen Florence Wal- lace.	Peterina - - Matilda - -	27 Dec. 1897 18 Mar. 1899	
Joseph Forrest Ring - Pte.	Mary Ellen Ring.	—	—	
Charles William Fowler - Sergt.- Mjr.	Ellen Lavinia Fowler -	Winifred Ellen - Charles William - Rose May - - Phillippa Alice - Kate Dorothy -	30 Sept. 1894 4 Mar. 1888 21 May 1896 7 Oct. 1898 17 May 1900	
William Parkins - - Pte.	Rose Parkins - -	Mabel - - Frederick - -	5 May 1896 7 June 1898	
James Frederick Barker - Pte.	Eva Emily Barker -	Frederick - - Eva - - Roberts - -	12 Aug. 1897 22 Feb. 1899 4 July 1900	
George Merritt - - Pte.	Mary Merritt - -	Charles - - Samuel - -	20 Jan. 1898 8 Sept. 1899	
Frank Nash - - Pte.	Emily Winifred Nash -	Winifred Ann - Francis John - George Samuel - Dorothy Emily -	26 May 1891 27 July 1892 10 May 1896 11 Dec. 1898	
Alfred Cooper - - Lce.-Sergt.	Lily Cooper.	—	—	
George Edward Williams Pte.	Rosina Eliza Williams.	—	—	
Charles Rance - - Pte.	Elizabeth Rance - -	Elizabeth - - Deranda - - Emily Kate - -	20 Apr. 1894 22 Sept. 1896 25 Feb. 1899	
Richard Carter - - Pte.	Mary Hannah Carter -	John Herbert - Rose - - Thomas - -	1 Nov. 1887 6 Sept. 1889 31 Dec. 1893	
Ezra Lack - - - Pte.	Annie Lack - -	Arthur - - Jessie Constance -	5 Nov. 1890 13 July 1900	
William Pettitt - - Pte.	Ada Mary Pettitt -	William - - Helena - - Edith - -	2 Nov. 1891 1 June 1896 28 Jan. 1899	
Alfred Edwards - - Pte.	Marie Josephine Edwards.	Ivy - - -	18 Oct. 1899	
William Henry Bakewell Pte.	Harriet Louisa Bakewell	Beatrice - -	19 Jan. 1895	
Charles Henry Clarke - Pte.	Rose Clarke - -	Rose Ellen - -	29 June 1900	
Charles Smith - - Pte.	Louisa Smith.	—	—	
Harrison Charles Harewood. Staff- Sergt.	Millie Harewood.	—	—	
Walter Hobson - - Pte.	Mary Jane Hobson -	Mary Beatrice - William James - Frederick -	1 Aug. 1889 3 Oct. 1896 18 Oct. 1897	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Henry Richardson Pte.	Essie Richardson.	—	—	
Peter Graham - - Pte.	Bridget Graham.	—	—	
Thomas William Bricknell. Sergt.	Mary Bricknell.	—	—	
Frank Robson - - Pte.	Sarah Ann Robson -	Dorothy - -	18 June 1899	
Albert Arnold - - Gunr.	Emily Florence Arnold.	—	—	
Robert Barry - - Staff-Sergt.	Catherine Barry -	Patrick - - Hannah - - Mary - -	16 Nov. 1892 21 Jan. 1897 23 Jan. 1898	
James Harrison Lce.-Sergt.	Mary Harrison -	Fred - -	16 Feb. 1897	
William Paterson Brown Pte.	Janet Pearson Brown -	William - - Elizabeth - -	5 Feb. 1898 23 Jan. 1900	
Thomas Simmonds - - Pte.	Agnes Simmonds -	Agnes Elizabeth -	22 Mar. 1900	
William Ingrey - - Pte.	Eliza Ingrey - -	Reginald - -	15 Nov. 1893	
Edward Johnson - - Gunr.	Mary Johnson.	—	—	
James Donald - - Pte.	Matilda Donald -	James - - John - - Catherine - - Jessie - -	9 Dec. 1894 23 Aug. 1896 21 Aug. 1898 21 Aug. 1898	
Samuel Robinson - - Pte.	Annie Robinson -	Samuel - - Gladys - -	15 Jan. 1897 2 Apr. 1899	
Walter Henry Wathen Sergt.-Mjr.	Jane Wathen - -	Arthur Walter -	16 May 1899	
George Churcher - - Pte.	Sarah Ann Churcher -	George - - William John - -	11 Aug. 1898 21 June 1900	
John Perkins - - Pte.	Ada Perkins - -	Alberta John - - William Henry - -	18 Feb. 1897 11 Mar. 1900	
Francis Cyphus - Lce.-Corpl.	Alice Cyphus - -	Albert William -	22 Oct. 1898	
George Green - Staff-Sergt.	Alice Green - -	John Henry - - Clara - - William - -	28 Feb. 1897 5 Aug. 1889 3 July 1891	
William Hoare - - Sergt.	Kate Hoare - -	William - -	29 June 1899	
John William Bignell - Bombr.	Bridget Bignell.	—	—	
Henry Box - - Driver	Emma Box.	—	—	
William Henry Hollies - Sergt.	Ellen Hollies - -	Margaret - -	14 Nov. 1898	
Alexander Carmichael Sergt.-Mjr.	Martha Carmichael -	Agnes Miriam - Peter - -	15 Oct. 1888 18 Mar. 1892	
James Tobin - - Pte.	Margaret Tobin.	—	—	
William Blackburn King - Pte.	Margaret King.	—	—	
James Norman - - Pte.	Agnes Fanny Norman	Doris Annie - - Gladys May - -	1 Apr. 1898 22 Oct. 1896	
Herbert Wright - - Sergt.	- - - -	Anna (orphan) - -	22 Nov. 1887	
James Lynch - - Col.-Sergt.	Rebecca Lynch - -	Julia - - Elizabeth - - Thomas James - Robert - -	18 Sept. 1895 13 May 1897 29 June 1898 26 Aug. 1900	
Thomas Kendall - - Pte.	Elizabeth Kendall -	Emma - - Cecelia Alice - Francis Tom - -	2 Mar. 1887 23 Feb. 1889 6 Aug. 1891	
James Hall - - Pte.	Elizabeth Hall - -	Charlotte - -	2 Jan. 1900	
Edward Grinham - - Pte.	Edith Grinham.	—	—	
Alfred Thomas Gill - Pte.	Marian Jane Gill.	—	—	
Charles Edwin Pike - Gunr.	Emily Lydia Pike -	William - -	12 Jan. 1898	
Fred Maidment - - Sapper	Annie Maidment -	Annie - - Rhoda - -	28 Mar. 1898 25 Apr. 1899	
William Madeley - - Sapper	Annie Madeley - -	Joseph - - Leonard - -	20 Dec. 1892 26 May 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Burgin Wood - Pte.	Annie Wood.	—	—	
Harry Wilkins - - Pte.	Susan Wilkins.	—	—	
Henry Marsh - Lce.-Corpl.	Agnes Emily Marsh.	—	—	
Harry Thurston - Lce.-Sergt.	Emma Thurston -	Minnie - - - Mary Ann - - - Emma - - -	3 Feb. 1890 22 Dec. 1891 21 Feb. 1900	
James Henry White - Pte.	Mary White -	Georgina - - -	7 Apr. 1898	
Herman Ball - - - Pte.	Elizabeth Jane Ball -	Rhoda - - -	5 Jan. 1900	
Frank Eastman - - - Pte.	Emma Eastman -	Elsie - - -	20 June 1899	
Silvester Adams - - - Pte.	Emily May Adams -	George James -	23 Feb. 1899	
George Walter Henry - Gunr.	Esther Jane Henry -	Walter - - - Horace - - - Edgar - - -	7 May 1896 22 Feb. 1899 24 Apr. 1900	
Alfred Leggett - - - Pte.	Bessie Leggett -	Alfred - - -	5 July 1900	
Wilfred Gregg - - - Pte.	Ruth Ellen Gregg -	Eileen Mary - - Wilfred - - - Phyllis - - -	13 Aug. 1895 28 July 1897 25 July 1899	
George Martin - - - Pte.	Mary Martin.	—	—	
Ralph James Barber - Pte.	Lily Barber - -	Ralph - - -	13 May 1898	
George Ellis Purkiss - Pte.	Phoebe Elizabeth Purkiss.	John - - - Ada - - - George - - - Herbert - - -	20 Feb. 1887 21 July 1888 1 Apr. 1893 12 Apr. 1897	
Arthur Fraser - - - Pte.	Margaret Watt Fraser	John - - - Arthur - - - James - - -	27 Nov. 1894 1 Aug. 1896 13 Nov. 1897	
Frederick Albert Ansell - Pte.	Eleanor Emily Ansell.	—	—	
Arthur William Johnston Pte.	Florence Louisa John- ston.	Frederick - - - Henry - - - Mabel - - -	11 Aug. 1890 13 Nov. 1891 13 May 1896	
John Edwin Dally - - Corpl.	Emily Dally - -	Edwin Ernest - -	28 Mar. 1900	
Sisera Dredge - - - Trpr.	Maria Alice Dredge -	Mabel Alice - - Cicily Marian - - Victoria - - - Eva Margaret - -	29 Sept. 1891 11 July 1894 2 Sept. 1896 24 Dec. 1897	
Herbert James Mitchener Pte.	Christina Daisy Mitchener	Christina - - - Florence - - - James Edgar - -	20 May 1895 30 Nov. 1896 8 Sept. 1898	
Thomas Richard - Lce.-Corpl. Handley	Eliza Handley -	Thomas Fred - - Ada - - - Edward - - -	23 Apr. 1896 28 Aug. 1897 6 Feb. 1899	
Frederick Brunnen - - Sergt.	Kate Sarah Brunnen -	Lily Gertrude - - Alice - - - Mabel - - -	26 Nov. 1890 5 Nov. 1892 4 Sept. 1895	
William Sheppard - - - Condr.	- - - - -	George (orphan) - Alfred - - -	29 Mar. 1888 7 Dec. 1893	
William Richard Thomas Pte. Horseman	- - - - -	Walter - - - (orphan). George	18 Dec. 1892	
Harry Titterton - - - Pte.	Lavinia Titterton.	—	—	
Edwin John Dalley - - Corpl.	Emily Dalley -	Edwin Ernest -	28 Mar. 1900	
Henry Risebrooke - - - Pte.	Jane Risebrooke -	Hilda Jane - - Arthur Henry - -	4 Dec. 1895 27 May 1897	
Robert Kennedy - - - Pte.	Margaret Kennedy -	John - - -	5 Mar. 1899	
Thomas Morris - - - Pte.	Annie Mary Morris.	—	—	
Thomas Townsend - - - Pte.	Annie Townsend -	Florence - - -	27 Nov. 1897	
Hartley Padley - - - Pte.	Beatrice Padley.	—	—	
Robert Hiles - - - Pte.	Emma Hiles -	Robert - - -	15 Jan. 1889	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Samuel Fleming - Pte.	Elizabeth Fleming	James	28 Sept. 1899	
John George Mackay - Pte.	Alice Mackay.	—	—	
Arthur John Shurman - Sergt.	Sarah Shurman	Arthur	16 Feb. 1900	
Ernest James Coxhead - Driver	Rose Jane Coxhead.	—	—	
Arthur Ayres - Corpl.	Minnie Charlotte Ayres	Arthur Frank William	5 Aug. 1895 25 Nov. 1897 11 July 1900	
Fredrick Schuard - Lce.-Sergt.	Millie Schuard	Florence Frederick Frank Millie	18 Aug. 1893 17 July 1894 17 June 1896 30 Dec. 1898	
George Carthew - Pte.	Kate Carthew	George	5 July 1899	
Thomas Duffey - Corpl.	Maria Duffey	Mary	15 Aug. 1892	
John O'Brien - Pte.	Kate Emily O'Brien	John Frederick	25 Jan. 1900	
Robert Logie - Pte.	Margaret Logie.	—	—	
George Berry Spence - Corpl.	Florence Edith Spence	Berry Georgina	5 May 1900	
William Dougherty - Pte.	Isabella Dougherty	Elizabeth William Charles Annie Maria Eva Isabella	10 Sept. 1886 13 Sept. 1888 6 Jan. 1890 12 Sept. 1891 27 Mar. 1895	
William John James - Pte.	Sarah James.	—	—	
James Lord Metcalfe - Sapper	Susannah Metcalfe	Maude May Caroline	22 Mar. 1889 4 May 1890 22 Dec. 1892	
Frank Hurford - Pte.	Elizabeth Hurford	Alice Maud	24 Oct. 1899	
John Cochrane - Drmr.	Beatrice Maud Cochrane	Elizabeth Maud Winitred Lillian William Francis Beatrice Gertrude	4 Feb. 1889 8 Dec. 1890 20 June 1894 18 Aug. 1895 20 May 1897 9 June 1899 1 Apr. 1900	
George Voysey - Lce.-Corpl.	Florence Minnie Voysey	—	—	
William John Hill - Trpr.	Helen Alberta Hill	Frederick Isabella Mary	28 June 1894 23 July 1896	
John Strutt - Pte.	Lucy Maria Strutt	John William	14 Sept. 1896 9 Sept. 1899	
James Moule - Pte.	Louisa Thomasine Moule.	James William Edwin	18 Jan. 1895 25 Sept. 1896 28 Apr. 1899	
George Revel - Lce.-Sergt.	Catherine Revel	Nora Emily Kathleen George	8 Jan. 1896 17 Dec. 1898 16 May 1900	
William Fisher Armr.-Sergt.	Harriet Fisher	Arthur	20 Jan. 1888	
James Hollington - Corpl.	Madeline Hollington.	—	—	
George Stanley Cottle Lce.-Corpl.	Mabel Cottle.	—	—	
Charles Orton - Pte.	Emma Orton	William	16 Feb. 1889	
Alexander McKay - Corpl.	Annie Ellen McKay	Annie Mary Margaret Alexander Florence	26 July 1891 20 Mar. 1893 4 Sept. 1895 2 Nov. 1897 23 June 1900	
George Blakewell - Pte.	Annie Blakewell	George	1 May 1900	
Sartes Borden - Pte.	Agnes Lang Borden.	—	—	
Thomas Sheffield - Pte.	Eva Marion Sheffield	Dorothy Eva Hilda Marion	1 Mar. 1896 25 Aug. 1898	
Frederick Thomas Wosket Pte.	Annie Wosket	Frederick George Albert	3 Mar. 1898 13 Aug. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Saunders - - Pte.	Katherine Saunders.	—	—	
Frederick Ankers - Pte.	Roseada Gertrude Ankers.	Frederick - - Clifford Walter -	8 Sept. 1898 21 Feb. 1900	
Frank Ferris - - Pte.	Emily Ferris.	—	—	
John Robert Rangercroft Pte.	Isabel Rangercroft -	John Walley - - Constance Isabel George - -	15 Oct. 1896 28 Jan. 1898 12 July 1899	
Patrick Cunningham - Pte.	Maggie Cunningham -	—	—	
William Page - - Bombr.	Fanny Page - -	Eleanor - - Dorothy - - Charles Edward Emily - -	10 Mar. 1895 25 July 1897 24 Sept. 1898 9 Aug. 1900	
Alfred James Adkins - Shoeing Smith	Emily Ellen Adkins -	Stephen Victor -	24 May 1897	
John Sheehan - - Pte.	Sarah Sheehan -	—	—	
Thomas George Heslop - Driver	Dora Heslop - -	Thomas - -	6 July 1897	
James Betteridge - Pte.	Florence Betteridge -	Agnes Louise - Edith Caroline Florence Nellie	14 Dec. 1895 22 Nov. 1897 12 Nov. 1899	
Francis McEvoy - Pte.	Theresa McEvoy -	Peter - - Marie - -	22 Mar. 1897 9 Aug. 1899	
James Nolan - - Pte.	Mary Nolan - -	Mary Catherine Sarah Frances -	30 Dec. 1896 6 Oct. 1900	
Charles Tear - - Pte.	Frances Mary Tear -	Charles Henry Frances - Stanley Alfred	23 Oct. 1896 23 May 1898 30 June 1900	
John Henry Garratt - Pte.	Louise Jane Garratt -	John William Louisa Roberta	7 Oct. 1899 27 Oct. 1900	
Colin Chisholm - Pte.	Lucy Sophia Chisholm	Colin - -	9 Mar. 1900	
Archibald Lennox - Col.-Sergt. Jenkins.	Eliza Jenkins - -	Gwendoline - Archibald -	4 June 1899 30 Aug. 1900	
John McKinnon - Gunr.	Margaret Ann Mc- Kinnion - -	Eva - - Rebecca - - John - -	6 Apr. 1896 23 June 1897 1 Mar. 1900	
Thomas Pilkington - Pte.	Betsey Jane Pilkington	Violet - - William - - Fred - - Mary Alice -	30 June 1893 30 June 1893 22 Jan. 1895 7 Apr. 1897	
William Albert Rawlins - Pte.	Emma Rawlins -	William Henry Thomas -	3 Dec. 1897 1 Feb. 1900	
John Brownstone - Gunr.	Caroline Brownstone -	George - - Olive - - Elfrida - -	26 Oct. 1895 26 Oct. 1896 1 Jan. 1898	
James Slattery - - Pte.	Bridget Slattery.	—	—	
John Wright - - Trpr.	Mary Wright -	James - - Maurice - - Henry - - Ada - -	7 Jan. 1894 27 Sept. 1895 5 Oct. 1897 25 Jan. 1900	
John Suckling - - Sergt.	Kate Suckling -	John - -	22 Jan. 1900	
Edward Charles Thomas - Driver	Matilda Maria Thomas.	—	—	
William Jones - - Corpl.	Mary Jane Jones.	—	—	
Michael Harrington - Pte.	Mary Harrington -	Michael - -	23 June 1900	
Alfred Rowbotham - Lce.-Corpl.	Elizabeth Rowbotham	Alfred William	8 June 1898	
Thomas Young - - Pte.	Catherine Ann Young	Winifred - - Thomas - -	21 Jan. 1888 12 July 1895	
Benjamin Sydney Lce.-Corpl. Askew.	Ada Emmeline Askew.	—	—	
Robert Shearer - - Pte.	Mary Shearer - -	Mary - - Robert - -	20 Oct. 1898 4 Jan. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Webster - Pte.	Mary Ann Webster.	—	—	
Alfred Lethbridge - Pte.	Alice Lethbridge	Frederick - - Alice Mary - -	5 Mar. 1898 26 Jan. 1900	
John Murphy - Lee.-Corpl.	Maggie Murphy	Annie - - - John - - - William - - -	13 May 1892 31 July 1895 4 Dec. 1898	
Samuel Hughes - Gunr.	Mary Hughes.	—	—	
Robert George Flinn - Pte.	Kate Kathleen Flinn	George - - -	12 July 1899	
Percival Vivian - Bombr.	Emma Maria Vivian	Gwendoline Beatrice -	15 Mar. 1899	
Patrick Rafferty - Pte.	Matilda Rafferty	Edward - - -	23 April 1896	
Alfred Keeping - Shoeing Smith	Esther Keeping	Alfred Victor -	26 May 1897	
Edward Jackson - Pte.	Catherine Jackson.	—	—	
Thomas Illingworth - Corpl.	Kathleen Illingworth.	—	—	
Charles Eager - - Pte.	Eliza Jane Eager	Leopold - - - Henrietta - - -	11 Jan. 1899 14 Jan. 1900	
Henry Burnham - Driver	Nellie Burnham.	—	—	
William Hynes - Q.-M. Sergt.	Minnie Eden Haynes	Sybil - - - William - - - John - - -	21 Oct. 1889 23 Sept. 1892 3 Oct. 1897	
Samuel Joseph Oakes - Pte.	Florence Hannah Oakes	Ethel Rosina - - Florence Annie - -	12 Sept. 1897 4 Mar. 1899	
Edwin Jesse Hicks - - Pte.	Rose Hicks - -	Emily Jessie - -	9 Aug. 1900	
Jasper Simmons - - Pte.	Charlotte Grace Simmons.	Jasper - - -	6 Apr. 1899	
George Ernest Macklin - Pte.	Lucy Emily Macklin	Elsie Fannie - -	21 May 1898	
Samuel Norman - - Trpr.	Louisa Norman - -	Elsie May - - - Harry - - - Charles Frederick - Ida Lillian - - -	31 Aug. 1892 6 Sept. 1895 18 Feb. 1897 20 Feb. 1900	
Charles James Stanford - Sapper	Ruth Mary Stanford.	—	—	
Charles William Millett Lee.-Corpl.	Catherine Millett.	—	—	
Charles Parker - - Gunr.	Alice Parker - -	Frederick Henry -	24 Aug. 1898	
Nathaniel Jones - - Corpl.	Sarah Ann Jones	John Evan - - - Mary Dorothy - - Nathaniel - - -	25 May 1897 22 Nov. 1898 22 May 1900	
Benjamin Greenhalgh - Pte.	Frances Hannah Greenhalgh.	Frank - - - Elizabeth - - -	21 Nov. 1897 5 Sept. 1900	
George Frederick Pomeroy Pte.	Mary Pomeroy - -	Georgina - - -	13 May 1900	
Charles Atkins - - Pte.	Hannah Atkins.	—	—	
Sidney Alfred Holt - - Pte.	Annie Ada Holt - -	Alfred Thomas -	14 Jan. 1900	
Alfred Jones - - Gunr.	Julia Marion Jones.	—	—	
Edward Traynor - - Pte.	Mary Traynor.	—	—	
William Ayling - - Pte.	Emily Ayling - -	William Jeff - - Adelaide - - -	28 Aug. 1891 27 Oct. 1893	
Ernest Edward Gurton - Bdsmn.	Alma Gurton - -	Lillian - - -	30 Aug. 1899	
Charles Brewster - Q.-M.-Sergt.	Fanny Brewster - -	Charles James - Alfred William - Eleanor May - - Winifred Irene - Victor - - -	3 Dec. 1888 7 Oct. 1891 17 Dec. 1893 14 Sept. 1897 27 Apr. 1900	
Francis Henry Constable Pte.	Alice Constable - -	Henry - - - Alice Maud - - - James Victor - - Arthur - - -	30 Dec. 1893 1 Sept. 1895 9 Feb. 1897 13 Nov. 1898	
John Johnson - - Pte.	Mary Johnson - -	Hilda Mary - - -	13 July 1899	
Stephen Brooke Langton Pte.	Ada Rose Langton	Horace - - -	15 Sept. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Arthur Carlo - - Pte.	Alice Carlo - -	Louisa Jane - - Arthur - - Elizabeth - - Beatrice - - William - -	6 Oct. 1893 2 June 1895 4 Apr 1897 21 Sept. 1898 12 July 1900	
Frederick Janes - - Pte.	Annie Selina Janes.	—	—	
James Wooduff Watson - Pte.	Helen Annie Watson -	Lily - - Beatrice - - Alice - - James - -	30 Jan. 1893 23 May 1895 3 July 1899 3 July 1899	
William Reid - - Bombr.	Caroline Reid - -	William - -	20 Feb. 1897	
John Haran - - Lce.-Corpl.	Annie Haran - -	Mary Alice - - Rose - -	27 Dec. 1898 10 July 1900	
Robert George Nicholls - Pte.	Lydia Jane Nicholls -	Maud - - Jessie Lydia - - Constance - - Pretoria - -	21 June 1888 23 Oct. 1893 20 Nov. 1897 6 Mar. 1900	
William Joseph Bygrove - Sergt.	Ellen Maud Bygrove -	Leslie Joseph - -	7 Dec. 1898	
Benjamin Edwards - - Pte.	Zilpa Edwards - -	Annie - - Gladys - - Benjamin - -	30 Apr. 1896 9 Mar. 1898 23 Jan. 1900	
Charles Hindley - - Pte.	Louisa Hindley.	—	—	
John Weir Redhead - Sergt.	Margaret Ann Redhead.	William - -	12 July 1899	
Thomas Henry Robinson Lce.-Corpl.	Mary Ann Robinson -	Harold - - Dorothy - - Leonard - - Thomas - -	1 Jan. 1895 11 Mar. 1896 20 Sept. 1897 20 Sept. 1898	
James Coupar - - Pte.	Annie Coupar.	—	—	
George Coleman - - Pte.	Kate Coleman - -	Laura - - Mary - -	25 Nov. 1897 17 Feb. 1900	
George Brothers - - Corpl.	Annie Brothers.	—	—	
Arthur Holdaway - Lce.-Corpl.	Emily Holdaway -	Arthur - - George Richard - -	2 Oct. 1893 4 Apr. 1897	
Herbert Hawes - - Pte.	Harriet Hawes -	Ellen - - Ada Florence - - Herbert - - Gladys Priscilla - - Albert Charles - - Robert Vivian - - Mabel - -	20 Nov. 1889 8 Oct. 1892 11 Aug. 1894 27 Oct. 1895 10 Mar. 1897 1 Apr. 1898 22 Dec. 1899	
Thomas Newman - - Pte.	Sarah Newman -	Susannah - -	9 Oct. 1895	
Thomas Swailes - Lce.-Corpl.	Lucy Bell Swailes -	Richard - - Thomasina - -	11 Mar. 1897 17 Apr. 1900	
Peter Johnson - - Pte.	Florence Johnson -	Benjamin - - Florence May - -	15 July 1898 3 July 1900	
David Thorby - - Sergt.	Eliza Ann Thorby -	Percival Edgar -	9 Sept. 1899	
Francis Sutton - - Pte.	Mary Ann Sutton -	Richard Francis -	29 May 1894	
Arthur Pryce Davies - Pte.	Anne Davies - -	Archie - - Harold - -	21 Aug. 1897 15 Sept. 1898	
Michael Walshe - - Pte.	Ellen Walshe - -	Richard - -	29 Sept. 1898	
Alfred Stannard - - Pte.	Rose Stannard - -	Elsie May - -	1 Aug. 1895	
William Davis - - Pte.	Sarah Davis - -	Amy - - Clarence - - Georgina - -	19 June 1896 14 Dec. 1898 27 Jan. 1900	
John Jeffs - - Pte.	Sarah Cecilia Jeffs.	—	—	
Frederick Churchill - Driver	Martha Louise Churchill.	Frederick - - Ernest - - Maude - - Joseph Hubert - - Stanley Victor - -	8 Sept. 1892 18 Apr. 1894 4 Dec. 1895 18 Nov. 1897 27 June 1899	
James John Hirst - - Pte.	Florence Pauline Hirst	James Louis - -	16 Oct. 1898	
Frederick John Wills - Trpr.	Martha Wills.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George William Morris - Pte.	Annie Morris - -	William John -	31 Aug. 1898	
John Wynn - - - Pte.	- - - -	Harry John (orphan) -	25 June 1891	
James Alfred Gibbins - Driver	Hannah Gibbins.	—	—	
Henry Charles Chandler Pte.	Martha Chandler -	Frances Lucy - -	27 Sept. 1900	
John Walter Pearce Staff-Sergt.-Mjr.	Elizabeth Pearce -	John James - - Ellen Mary - - Marianne - - Alice Maud - -	27 July 1892 24 Sept. 1894 16 Sept. 1896 9 Nov. 1897	
George Henry Fudge - Pte.	Margaret Fudge -	Mary Elizabeth -	20 Oct. 1893	
Alfred John Moon - - Pte.	Florence Moon - -	Cora - - -	2 Apr. 1900	
Arthur Brunning - Gunr.	Ellen Brunning -	Edith Emily - - Ethel - - William Arthur - -	8 Dec. 1896 9 Sept. 1898 2 Jan. 1900	
Ernest Wood - - - Pte.	Annie Wood - -	Lydia Ann - - Kathleen - -	28 Sept. 1897 28 Sept. 1897	
Thomas Edmund Davies - Condtr.	Ada Alice Davies -	Thomas Cecil - - Henry - - -	18 Dec. 1890 5 Aug. 1898	
James Martin - - - Pte.	Margaret Martin -	Edith - - - Thomas - - Sydney - -	29 Aug. 1891 27 Jan. 1893 24 Mar. 1898	
Bernard George Mant - Corpl.	Elizabeth Mant - -	Elsie - - -	25 Nov. 1899	
John Baxter - - - Pte.	Catherine Baxter -	John Joseph - - Edward - - - Mary - - - Annie Elizabeth - -	16 June 1895 14 Nov. 1896 4 Aug. 1899 14 June 1900	
Herbert Clayson - - - Pte.	Rose Clayson.	—	—	
George Herbert Blake Lce.-Corpl.	Edith Blake - -	Herbert George -	29 Apr. 1898	
Charles Henry Randall - Pte.	Annie Rebecca Randall	Evelyn - - -	9 Apr. 1899	
Walter Watling - - - Pte.	Clara Alice Watling.	—	—	
Ernest George Farr - Pte.	Justina Neate Farr -	Clara Edith - - Margaret - - -	2 Oct. 1897 24 Dec. 1894	
Albert Wooster - Lce.-Corpl.	Laura Jane Wooster.	—	—	
John William Kettle Staff-Sergt.	Emma Kettle.	—	—	
Edward Henry Davies Staff-Sergt.	Amy Mary Davies.	—	—	
William John Morgan - Pte.	Emily Morgan - -	Annie Maude - -	5 Sept. 1899	
Arthur Kelly - - - Pte.	Harriett Helen Kelly -	Ada Ellen - - Catherine - - Mary Alice - - Winifred Nora -	4 Aug. 1893 2 Mar. 1895 2 June 1897 4 Jan. 1899	
Henry Priddis - - - Corpl.	Lillian Hannah Priddis	Henrietta - - -	27 Oct. 1900	
Arthur Edward Pribble - Pte.	Laura Matilda Pribble.	—	—	
John Albert Thompson - Pte.	Lizzie Thompson -	George - - - Victoria - - -	1 Mar. 1898 24 May 1900	
William Lidgeley - Pte.	Annie Lidgeley.	—	—	
William Flower Lane - Trpr.	Emily Victoria Lane.	—	—	
William Goodman - - - Pte.	Clara Goodman - -	Lewis - - - William - - -	14 Aug. 1898 12 Dec. 1899	
Bernard Dougan - - - Pte.	Mary Dougan - -	Patrick John - - Francis - - - Mary Ellen - - Rose - - -	27 Dec. 1893 13 Sept. 1896 12 Oct. 1897 18 May 1900	
Albert Durban - - - Corpl.	Lillie Durban - -	Albert George - - Lillie - - - Alfred - - - Victoria - - -	21 Feb. 1892 2 Aug. 1895 21 Oct. 1897 5 Nov. 1900	
Henry Raven - - - Pte.	Catherine Raven -	Emily - - -	18 Sept. 1898	
Arthur John Langmead - Pte.	Mary Ann Langmead.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James Ross McIntosh - Pte.	Jessie McIntosh -	Violet Ruby -	29 Sept. 1896	
Thomas Casey - Pte.	Mary Casey -	Thomas -	30 Mar. 1900	
William Richard Mott - Pte.	Jane Mott.	—	—	
Harry Snow - Lce.-Corpl.	Elizabeth Snow -	Hubert -	16 Jan. 1899	
James Hayes - Pte.	Mary Jane Hayes.	—	—	
Albert Edward Sharp - Pte.	Helen Sharp -	Hugh Francis - Dorothy - Florence Mary - Ernest Walter - Muriel Blanche -	25 Apr. 1892 10 Apr. 1898 28 Jan. 1896 25 Feb. 1897 19 May 1899	
Edward James Roberts - Sapper	Daisy Maud Roberts -	Edward - Lily - Herbert -	7 May 1896 21 Sept. 1897 5 Apr. 1899	
Walter Mills - Driver	Minnie Louisa Mills.	—	—	
Thomas Earp - Pte.	Marion Elizabeth Earp.	—	—	
William Thomas - Pte.	Elizabeth Thomas -	Eliza Emily - Charles -	20 Apr. 1892 27 May 1895	
George Stonehouse - Pte.	Alice Stonehouse -	Alice May -	4 June 1899	
Joseph Smith - Pte.	Mary Smith -	Helena - Margaret - Joseph -	12 Dec. 1894 6 Sept. 1896 1 Nov. 1898	
John Windship Lofthouse Pte.	Kate Caroline Lofthouse	Agnes Mary - Bertie - George - Arthur John -	14 Mar. 1893 6 July 1894 26 Dec. 1896 29 Dec. 1898	
Edward Burke - Pte.	Bessie Rachel Burke -	Ethel Florence -	27 Aug. 1896	
Harry Smith - Pte.	Ada Louisa Smith.	—	—	
William John Evans - Pte.	Mary Evans -	Dorothy Colenso -	20 Mar. 1900	
Arthur Tunnadine - Sapper	Fanny Tunnadine -	Violet May -	15 July 1896	
Charles Cocks - Pte.	Elizabeth Ann Cocks.	—	—	
J. Brown - Pte.	Elizabeth Brown.	—	—	
George Pluck - Pte.	Mabel Pluck.	—	—	
William Christie - Pte.	Mary Christie -	Mary - Wilhelmina -	24 Sept. 1897 28 Aug. 1900	
Alfred Stephen Wiseman Pte.	Emily Ann Wiseman -	Stephen - William -	1 June 1897 1 Dec. 1898	
Joseph Henry Perkins - Driver	Charlotte Emily Perkins	Ellen Agnes - Katie -	3 Apr. 1894 29 Jan. 1898	
William Henry Perkins - Sergt.	Laura Blanche Perkins	Laura Elizabeth - Sarah Annie -	28 Jan. 1885 29 Apr. 1886	
Joseph James Burt - Pte.	Annie Miranda Burt -	Frederick - Arthur - Lilian May - Leslie Howard -	29 Apr. 1896 7 Dec. 1894 25 Apr. 1897 24 Mar. 1899	
Richard Halketh - Lce.-Corpl.	Mary Halketh -	Ruth - Richard -	29 June 1895 5 Nov. 1896	
James Walton - Pte.	Ellen Walton -	Charles -	13 Mar. 1899	
Arthur Porter - Pte.	Elizabeth Porter -	William -	29 June 1899	
Thomas Walter Easterling Driver	Mary May Easterling -	Mary May -	7 May 1899	
William Wallace - Driver	Catherine Wallace -	Sarah - Elizabeth -	5 Feb. 1893 1 Sept. 1894	
George Martin Jasper - Pte.	Elizabeth Jasper -	George -	27 July 1899	
Henry Francis Finn Q.-M.-Sergt.	Mary Ann Finn.	—	—	
George Leonard - Pte.	Bettie Leonard -	Ernest Albert - Annie -	20 Mar. 1896 15 June 1898	
William Henry Nicholls - Driver	Annie Nicholls.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Cornelius Peck - - Sergt.	Clara Peck - -	Agnes May - -	6 Jan. 1900	-
Alfred Hazeldene - - Pte.	Elizabeth Emma Hazel- dene.	Alfred George - -	20 June 1899	
Albert Victor Bradley - Pte.	Clara Bradley - -	Hilda - - Albert - -	24 Jan. 1898 16 Sept. 1899	
John Burns - - Lce.-Corpl.	Jane Burns.	—	—	
William Heydon - - Pte.	Harriet Ann Heydon.	—	—	
Joseph William Rowland Sergt.	Margaret Rowland -	William - - Sarah - - Beatrice - - Violet - -	25 Jan. 1893 15 May 1894 9 Dec. 1897 21 Apr. 1899	
Edward Mills - - Driver	Florence Mills - -	Florence Ethel - Edward - -	10 May 1895 15 Apr. 1896	
Alfred Charles Cooper - Pte.	Emily Henrietta Cooper	Louise - - Arthur - -	9 Feb. 1894 5 Dec. 1896	
John Wallis - - Pte.	Rose Wallis - -	Albert Stanley - -	1 July 1900	
Edward Andrew Johnson Lce. Corpl.	Agnes Rachel Johnson	Bernard - - Francis - -	15 Apr. 1896 1 Nov. 1899	
Walter Weatherby - - Corpl.	Ellen Weatherby.	—	—	
Frederick Hunt - - Pte.	Florence Annie Hunt -	Percy - - Leonard - - Harvey - - Stanley - - Ruby - - Reginald - -	5 Mar. 1893 18 May 1894 18 Sept. 1895 19 Nov. 1896 5 Mar. 1898 12 Mar. 1899	
William Frederick Davis - Pte.	Elizabeth Davis -	Lilian Mary - - Ethel May - - John William - - Annie - -	6 May 1895 2 Apr. 1894 20 Jan. 1896 10 May 1900	
Arthur Edmund Black - Trpr.	Alice Ann Black -	Daisy Hilda - - Arthur - -	30 Aug. 1897 27 Nov. 1898	
Thomas William Jefferies Pte.	Susan Emma Jefferies -	Sydney Percy - -	27 May 1895	
John Brewer - - Buglr.	Jane Brewer.	—	—	
Robert Daw - - Pte.	Emily Elizabeth Daw -	George Lewis - -	22 Apr. 1900	
Charles Cecil Leslie - Pte.	Caroline Emily Leslie.	—	—	
Edward Brazier - - Pte.	Alice Brazier - -	Joseph - -	30 Nov. 1899	
John Sharman - - Pte.	Florence Sharman.	—	—	
George Tynan - - Driver	Margaret Tynan -	George - - Frances - -	19 Apr. 1897 25 June 1899	
John Henry Ford - Driver	Emily Ford.	—	—	
John Evans - - Pte.	Margaret Evans -	Martha - -	31 Aug. 1900	
George Pratt - - Pte.	Ada Annie Pratt -	Charles - -	2 Oct. 1897	
James Knight - - Sapper	Alice Knight - -	James Fred - -	17 June 1900	
George Keel - Farrier-Corpl.	Alison Keel.	—	—	
Patrick Dempsey - Pte.	Mary Dempsey -	James - - John - - William - -	23 Mar. 1892 16 Apr. 1894 6 May 1898	
James Teagin Grant - Driver	Louisa Emily Grant -	Violet - -	19 Nov. 1899	
Henry George Rapson Lce.-Sergt.	Eliza Ellen Rapson -	Augusta Lilian -	18 Aug. 1898	
Henry Williams - Sergt.	Ellen Jane Williams -	Rose Lenore - - Alfred John - -	22 Dec. 1895 3 Oct. 1897	
James McGiffen - - Pte.	Amelia Jane McGiffen	Mary Jane - - James Edward - - John Victor - - Lilian Amelia - -	2 Aug. 1893 12 Dec. 1894 27 May 1897 6 Apr. 1899	
Harry Knight - - Pte.	Annie Knight - -	Violet Annie - - Archibald - -	11 Mar. 1898 3 Oct. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Alfred Morgan - - Corpl.	Harriet Morgan -	Alfred - - - Amelia - - - Margaret - - - Nellie - - - Harriet - - - Lizzie - - - William - - -	20 Oct. 1887 2 July 1889 4 Dec. 1891 19 Mar. 1893 25 Dec. 1895 1 June 1897 23 May 1899	
William James Henry Leaney Pte.	Annie Jane Leaney -	William James -	26 Feb. 1899	
James Harding - Lee.-Corpl.	Mary Louisa Harding -	Mary Louisa - -	6 Mar. 1900	
Thomas Edward East - Pte.	Bertha East - -	Thomas Alfred -	17 Mar. 1900	
George Jones - - Pte.	Eliza Jones - -	Thomas - - - Annie - - - George Roberts -	3 Jan. 1895 7 Apr. 1898 7 Aug. 1900	
John Jordan - - Pte.	Mary Ellen Jordan.	—	—	
William Belshaw - Sergt.	Louisa Belshaw.	—	—	
Frederick Jackaman - Pte.	Alice Lillian Jackaman	Horace Robert -	28 Feb. 1900	
James Bywater - - Pte.	Eleanor Bywater -	Lily Annie - -	7 June 1892	
Christopher Roberts - Lee.-Corpl.	Kate Roberts - -	Catherine - - -	6 Dec. 1899	
Francis Samuel Lapham Lee.-Corpl.	Mary Alberta Lapham	Olive Janet - - Christina - - -	25 Oct. 1891 15 Feb. 1895	
John Henry Haviland - Pte.	Ellen Louisa Haviland -	Henry - - - Thomas - - - Basil - - - Percy - - - Cyril - - -	10 Nov. 1887 22 Jan. 1890 12 Oct. 1892 23 Oct. 1895 27 May 1898	
Harry Aldington - Pte.	Rosa Aldington.	—	—	
George Withers - - Pte.	Sarah Withers -	Ada - - -	23 Apr. 1899	
James Turner - - Driver	Isabella Turner.	—	—	
Albert Moon - - Pte.	Edith Moon - -	Albert - - - Violet - - -	14 Apr. 1899 8 Jan. 1898	
James Edwin Spink - Pte.	Priscilla Spink -	Florence Kate -	3 July 1899	
John Wilson - - Pte.	Laura Wilson - -	John Clery - -	7 July 1900	
Charles Kennet - - Pte.	Mary Ann Kennet -	Charles - - - Mary - - - Florence - - - Anastasia - - -	6 Apr. 1899 1 May 1898 25 Feb. 1897 23 Mar. 1895	
William James Hurst - Pte.	Annie Hurst - -	Mary Jane - -	18 Feb. 1900	
John Henry Higginbottom Pte.	Ann Higginbottom -	Alice - - -	30 Jan. 1898	
George Howard - - Sergt.	Sophie Florence Howard.	James George -	28 Aug. 1887	
William James Hammond Lee.-Sergt.	Minnie Hammond -	William Charles - James Francis -	25 Apr. 1895 14 Jan. 1897	
Arthur Ackhurst - Driver	Susan Ackhurst -	Arthur Humphrey -	26 May 1895	
William Kirby - Q.-M.-Sergt.	Maud Bridget Kirby -	Lilian - - - Wilhelmina - - Isabella - - - Evelyn Ellen -	7 Apr. 1887 3 Mar. 1889 20 July 1891 12 Apr. 1894	
Benjamin William Fox - Pte.	Fanny Fox - -	William Ewart - James - - - Thomas - - -	1 July 1895 25 Oct. 1897 2 Sept. 1899	
Joseph Brown - - Pte.	Annie Brown.	—	—	
David Thomson - - Pte.	Barbara Thomson -	David - - -	13 July 1898	
John Davies - - Pte.	Elizabeth Davies -	Edward - - -	7 June 1885	
Thomas Rumley - - Pte.	Mary Rumley.	—	—	
William Daff - - Pte.	Martha Ellen Daff.	—	—	
Thomas Sedding - - Trpr.	Jessie Sedding.	—	—	
John Neave - - Sergt.	Rose Mona Neave -	Frances - - - John West - -	8 July 1895 2 Apr. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Haran - - Pte.	Ann Haran.	—	—	
Alexander Rushforth - Pte.	Mary Rushforth	Alexander - - Bridget - -	18 Dec. 1893 24 June 1896	
William Leonard - - Pte.	Annie Leonard.	—	—	
John Grantham - - Pte.	Lilian Grantham.	—	—	
John McCaffrey - - Sergt.	Caroline McCaffrey	Maud - -	21 Sept. 1893	
Charles Davies - - Pte.	Amy Davies -	Charles John Ruth - -	18 Mar. 1897 30 June 1900	
Thomas Henry Pollard - Pte.	Martha Ann Pollard.	—	—	
John Eddolls - - Pte.	Isabella Urquhart Ed- dolls.	—	—	
Thomas Dixon - - Pte.	Mary Elizabeth Dixon	Annie Elizabeth - Sarah - - Tom French - -	24 June 1896 17 Feb. 1898 4 Apr. 1900	
Henry Fox - - - Pte.	Mary Eleanor Fox	Ida Elizabeth - Dorothy May - Sarah - - Lucy - - Harry - -	27 Feb. 1887 4 Nov. 1888 26 Sept. 1890 16 Dec. 1892 21 Dec. 1899	
Samuel Allison - - Pte.	Mary Allison -	Jane - -	20 Feb. 1895	
George Norman - - Pte.	Louisa Norman -	Alice - - George - - Laura - -	30 July 1883 10 Mar. 1890 23 Aug. 1893	
Arthur Kinder - - Pte.	Edith Margaret Kinder	Frederick - Alice Adelaide	26 Dec. 1898 2 Feb. 1900	
Charles Curl - - Pte.	Clara Curl -	Alice Maria Kathleen -	25 Sept. 1896 5 Aug. 1898	
James Gray - - - Pte.	Jane Gray -	James - -	1 Mar. 1897	
Henry Nolan - - Pte.	Emily Nolan.	—	—	
John Lambert - - Pte.	- - -	Herbert John (orphan)	1 May 1896	
John Walsh - - Pte.	Annie Walsh	Patrick - - Margaret Ann -	7 Dec. 1893 16 Dec. 1899	
Nicholas Murray - - Pte.	Mary Murray -	John - - Daniel - - Timothy - -	23 Aug. 1888 8 Mar. 1897 8 Mar. 1897	
Charles Henry Wade - Pte.	Alice Margaret Wade.	—	—	
Richard Hambly - - Corpl.	Mary Ann Hambly	Florence - - Annie Elizabeth Arthur Thomas Catherine Blanche Marian Joyce -	25 Jan. 1887 13 May 1888 13 Oct. 1889 4 Nov. 1892 4 Mar. 1897	
John William Chandler - Sergt.	Sarah Ann Chandler.	—	—	
Charles John Stocker - Pte.	Alice Stocker -	Reginald - - Dorothy - - Wilfred - - Hilda - -	11 June 1892 15 Aug. 1898 22 Feb. 1895 16 Nov. 1899	
George Gray - - Pte.	Mary Gray -	Dominick - - George Matthew	4 July 1898 24 May 1900	
John Quinn - - Pte.	Kate Quinn -	John Joseph -	13 Feb. 1900	
James Brady - - Pte.	Margaret Lucy Brady	Mary - - Norah - - Josephine -	11 Apr. 1896 6 June 1897 18 Apr. 1899	
William Walter Baker - Sapper	Alice Maud Baker.	—	—	
James Taylor - - Sergt.	Cecilia Taylor.	—	—	
James William Foster - Pte.	Emma Emilia Foster.	—	—	
Harry James Tewkesbury Gunr.	Louisa Edith Tewkes- bury.	Dora Edith -	1 Nov. 1899	
George Sanders - - Pte.	Florence Sanders.	—	—	
Alfred John Dunne - Trpr.	Minnie Jane Dunne.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Green - - Corpl.	Nellie Green -	George - - - Millie Rosa - - - Herbert Dale - - -	31 Jan. 1894 29 May 1896 21 Dec. 1898	
Cyrus Tipper - - Pte.	Elizabeth Tipper -	Beatrice Ada - - - Cyrus - - - Sidney Arthur - - -	21 Oct. 1892 28 Feb. 1894 7 Nov. 1895	
Frederick Druce - - Pte.	Rose Alice Druce -	Maude - - - Alfred - - - Rosina May - - - Douglas Edward - - - Frederick - - - Minnie - - -	14 Feb. 1892 28 June 1893 3 Dec. 1895 28 Dec. 1896 25 June 1900 29 June 1898	
Thomas Philip - Staff-Sergt.	Margaret Philip -	Robert - - - Margaret - - -	16 July 1896 12 Nov. 1897	
William Curtis - - Sapper	Ellen Jane Curtis -	Edgar Samuel - - - William John - - - Sidney George - - -	2 Sept. 1892 7 Aug. 1896 11 Mar. 1898	
George Statten Brierley - Pte.	Annie Leonora Brierley	Sybil - - -	24 Mar. 1896	
Joseph Marchant - Pte.	Eliza Ann Marchant -	Frances - - - Olivia - - - Minnie - - -	25 Aug. 1894 2 Apr. 1896 5 Oct. 1898	
John Brien - - - Pte.	Mary Brien - -	John - - - Margaret - - -	13 June 1900 18 June 1896	
William George Knox - Trpr.	Priscilla May Knox -	Dorothy May - - -	10 Apr. 1900	
Percival William Orrell - Pte.	Mary Orrell - -	Jessie Maud - - - Annie - - - Edith May - - - Norah - - -	31 Dec. 1889 17 Feb. 1892 16 Oct. 1893 31 July 1895	
James Robert Watling - Shoeing Smith	Helen Kate Watling -	James Victor - - -	3 Sept. 1899	
James Leycock - - Corpl.	Ada Constance Leycock	William Herbert - - - Olive - - - James - - -	11 Apr. 1892 4 Aug. 1893 10 Jan. 1896	
Richard Walsh - - Pte.	Catherine Walsh -	John Joseph - - -	3 July 1899	
George Thomas Carlisle - Lce.- Corpl.	Florence Carlisle -	Florence - - - George - - -	28 Dec. 1896 4 Dec. 1898	
William Mee - - - Pte.	Emily Mee.	—	—	
Alfred Williams - - Pte.	Elizabeth Williams -	Alfred John - - -	6 Mar. 1900	
Charles Frederick Peddle Lce.- Corpl.	Sarah Jane Peddle -	Ellen Pretoria - - -	25 May 1900	
Thomas Rushton - - Pte.	Mary Rushton -	Grace - - - John - - - Margaret - - - Thomas - - - James - - - Mary - - -	8 Apr. 1888 6 Jan. 1890 20 May 1892 1 Jan. 1896 16 Jan. 1898 13 July 1900	
William Rose - - - Pte.	Ada Mary Louise Rose	Ada Lillian - - -	11 June 1900	
Joseph Grieves - - Pte.	Julia Grieves - -	James Adam - - -	7 Aug. 1898	
Frederick Rutter - - Pte.	Emma Rutter - -	Florence - - -	13 July 1900	
Arthur Rennett - - Sergt.-Mjr.	Emma Rennett -	Arthur James - - - Audrey - - - Irene - - - Stanley - - -	2 Nov. 1888 26 Mar. 1891 26 Mar. 1893 23 Aug. 1894	
Thomas Dyer - - - Pte.	Emily Elizabeth Dyer.	—	—	
James Riley - - - Pte.	- - -	Rebecca (orphan) - - -	27 Mar. 1896	
John Broderick - - Pte.	Mary Ellen Broderick -	Elizabeth Ellen - - -	26 Oct. 1893	
Hamor Basil Fiske - Lce.-Corpl.	Alice Marie Fiske.	—	—	
Edward Ernest Parsons - Driver	Annie Parsons.	—	—	
William Henry Clarke - Pte.	Ruth Clarke - -	William Henry - - -	29 Apr. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Edward Baxter - Staff-Sergt.	Gertrude Baxter	Edward Henry - Lilian Gertrude - Beatrice May -	29 Oct. 1898 19 Feb. 1895 7 May 1898	
Charles William Bryant - Pte.	Fanny Emma Bryant	Fanny Emily -	6 Nov. 1900	
Thomas Sparks - Pte.	Florence Sparks.	—	—	
Arthur Neill - Pte.	Margaret Neill	Mary Catherine - Dan - John -	17 Jan. 1896 26 Apr. 1897 5 Feb. 1899	
Michael O'Brien - Pte.	Eleanor O'Brien	William Henry - Michael Francis - Eleanor Florence -	30 Dec. 1893 27 Feb. 1896 9 Aug. 1898	
John Ward - Pte.	Katherine Ward	Howard -	28 June 1899	
Charles Burgess - Pte.	Catherine Mary Burgess	Charles James - Harry James - George Charles -	7 Sept. 1897 2 June 1899 6 Aug. 1900	
Charles Shipton - Sergt.	Amelia Shipton	Sarah -	19 Dec. 1899	
Albert Edward Harding - Pte.	Minnie Harding.	—	—	
Richard William Rogers - Corpl.	Emma Rogers	Edwin - Victoria -	26 July 1895 7 Mar. 1897	
James Johnson - Pte.	Alice Johnson	James Ernest -	25 June 1899	
William Cook - Pte.	Annie Cook.	—	—	
Joseph McDonald - Corpl.	Johanna McDonald	Thomas - Patrick - Joseph -	26 Aug. 1896 1 Nov. 1898 27 July 1900	
John Gray - Pte.	Mary Gray.	—	—	
Arthur John Jenkins - Pte.	Annie Jenkins.	—	—	
Albert Barker - Pte.	Sarah Barker	Albert Edward - Victor Algiers - Percy Reginald - Maud May -	13 May 1889 5 Oct. 1890 15 Dec. 1897 10 Apr. 1900	
Arthur Dawson Ward - Sergt.	Annie Ward	Gertrude May -	28 Nov. 1896	
Ernest Alfred Hands - Pte.	Annie Maria Hands.	—	—	
Thomas Henry James - Sergt.	Kate James	Veritha Edgar - Thomas Edward -	12 May 1897 2 June 1898	
Alfred Samuel Rudd - Pte.	Louise Rudd	Alfred - Horace - William -	11 Sept. 1893 2 Feb. 1897 4 Jan. 1900	
George Brittain - Driver	Ellen Brittain	Evelyn - Ivy -	16 Jan. 1897 28 May 1898	
Thomas Berry, - Pte.	Eliza Berry	Winifred -	24 Aug. 1899	
Stanley Howard - Pte.	Agnes Charlotte Howard.	Gladys Mary -	13 Apr. 1898	
John Turner - Bombr.	Miriam Turner	James Clifford - Nellie May -	28 Apr. 1898 4 Sept. 1899	
Frederick Albert New Lee.-Corpl.	Sarah Jane New.	—	—	
William Hamilton Downey Pte.	Edith Mary Downey	Edith Mary - Joseph Alfred - Bessie Eleanor -	30 July 1895 22 Oct. 1897 6 May 1900	
Charles Hains - Trnspt. Officer	Cordelia Anne Hains.	—	—	
Arthur Howe - Pte.	Mary Ann Howe.	—	—	
Thomas James Murphy - Corpl.	Elizabeth Jane Murphy.	Elizabeth -	3 Nov. 1899	
Albert Brown - Pte.	Mary Ann Brown	Eleanor Jane - George - Isabella -	21 Dec. 1890 12 Aug. 1892 17 Dec. 1894	
Walter Frances Frew - Pte.	Emily Biran Frew	James -	23 Sept. 1896	
John Price Halliday - Sergt.-Mjr.	Annie Elisabeth Halliday.	Annie Elizabeth - Winifred Kate - Laura -	19 Jan. 1889 22 July 1891 23 Sept. 1894	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John David Reynolds - Pte.	Amy Elizabeth Reynolds.	Charles Robert - Gertrude -	23 Sept. 1897 1 Sept. 1899	
Albert Ernest Pèck - Pte.	Edith Annie Pèck.	—	—	
Frederick Victor Hill - Corpl.	Emily Louisa Hill -	Frederick - Gertrude - Clara -	23 Jan. 1885 17 Apr. 1889 20 Sept. 1895	
James Urquhart - - Pte.	Annie Urquhart.	—	—	
David Davis - - Sergt.	Eleanor Maude Davis.	—	—	
George Botten Ranger - Pte.	Kate Ranger -	Thomas William - Charles Arthur -	13 Sept. 1897 30 Dec. 1898	
Walter Bolden - Col.-Sergt.	Catherine Bolden.	—	—	
William Lush - - Pte.	Ellen Lush -	William John -	21 Feb. 1896	
Charles Holland - - Pte.	Louisa Holland -	Daisy - Harry -	7 Mar. 1896 19 Sept. 1899	
James Belton - - Pte.	Ellen Belton -	Patrick James - Mary Ann -	1 Jan. 1894 3 Jan. 1895	
David Atkinson - - Sapper	Annie Atkinson -	Sarah Ellen - Annie - Catherine - Florence -	6 Oct. 1892 19 Aug. 1894 31 Aug. 1896 18 Nov. 1898	
Charles Gelling - - Driver	Eleanor Jane Gelling -	Eleanor - Elizabeth -	25 Dec. 1895 6 Aug. 1899	
Henry James Mathrick - Pte.	Mary Ann Edith Mathrick.	James Henry -	6 Sept. 1899	
Joseph McDonald - - Pte.	Isabella McDonald -	Sarah Ann - Charles - Patrick - Isabella -	25 Apr. 1895 23 Nov. 1896 3 Sept. 1898 23 Apr. 1900	
William Noble Coulston - Corpl.	Kate Coulston -	John Noble - Leonard -	4 Aug. 1895 4 Nov. 1896	
William Blyth - - Pte.	Elizabeth Blyth -	Jessie - John - Charlottina - Alfred -	2 Jan. 1890 14 Nov. 1891 22 Feb. 1894 22 Apr. 1896	
Robert Young - - Corpl.	Rachael Young -	Robert William -	23 Jan. 1900	
John Lanphier - - Sergt.	Annie Elizabeth Lanphier.	—	—	
Samuel Pooley - - Pte.	Elizabeth Pooley -	Elizabeth -	23 Dec. 1899	
Frederick John Boyce - Pte.	Harriet Ellen Boyce.	—	—	
George Edward Thomas Bayles. Pte.	Mary Bayles -	Kate - Georgina -	16 Apr. 1896 1 Jan. 1900	
George Spinks - - Pte.	Emma Weston Spinks.	—	—	
George Thomas Lomas - Pte.	Elizabeth Lomas -	Jessie - Sarah Ann -	4 June 1898 29 Oct. 1899	
Harry Lawford - - Sergt.	Catherine Lawford.	—	—	
William Randall - Col.-Sergt.	Eleanor Alice Randall.	—	—	
William Reddington - Pte.	Rose Reddington -	Rose - William -	5 May 1899 22 June 1900	
William Cummings Hunter Lce.-Corpl.	Jemima Hunter -	Ellen - William -	12 Apr. 1898 23 July 1900	
Charles Herbert Cressey - Pte.	Mary Ann Cressey -	Edith Elizabeth -	20 June 1900	
Thomas Barber - - Pte.	Mary Barber -	Emily Sarah -	23 July 1895	
John Carroll - - Pte.	Ellen Carroll -	William -	3 Mar. 1900	
Charles John Shoesmith - Corpl.	Olivia Ann Shoesmith -	Charles John - William Henry -	12 Aug. 1896 25 June 1899	
Richard Thomas Knight - Gunr.	Sarah Knight.	—	—	
Robert Riches - - Gunr.	Susannah Riches -	Susannah - Annie Christine - Robert George -	29 Nov. 1892 14 Dec. 1894 5 Apr. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Harries - - Pte.	Winifred Harries -	William John - - Phillip - - -	25 July 1890 26 Mar. 1898	
Hugh Paget Upton - Sergt.-Mjr.	- - -	Florence Maud (orphan).	9 Nov. 1887	
Alfred George Collis - Pte.	Alice Maria Collis -	Alice Elizabeth - -	20 July 1899	
Thomas Heeary - - Pte.	Sarah Jane Heeary -	Sarah Jane - - Mary Ann - - Esther - - -	11 Aug. 1891 5 May 1895 27 Feb. 1897	
Philip Rudge - - Pte.	Alice Matilda Rudge -	Alice Victoria - -	24 May 1900	
Arthur Herrington - Pte.	Clara Herrington -	Alfred - - -	5 Aug. 1899	
Denis Delany - - Sergt.	Ellen Delany - -	Jeremiah - - James - - - Denis - - - John - - - Thomas - - - David - - -	30 May 1887 1 July 1889 8 July 1892 26 Aug. 1894 20 Dec. 1899 13 June 1899	
George Boist - - Corpl.	Eliza Amelia Boist -	Hannah - - George - - -	19 Feb. 1896 17 Mar. 1899	
Robert Henry Farrow - Pte.	Laura Farrow.	—	—	
William Eaton - - Pte.	Eliza Eaton - -	Thomas - - Annie - - -	29 Oct. 1897 26 Dec. 1899	
James Gordon - - Pte.	Emily Gordon.	—	—	
John Graham - - Pte.	Rose Graham.	—	—	
Frank Edwin Burroughs - Pte.	Minna Burroughs.	—	—	
Samuel Ayries - - Pte.	Sally Elizabeth Ayries	Samuel John - - William - - -	11 June 1891 7 July 1893	
Harry Stevens - - Pte.	Jane Stevens.	—	—	
Robert Boote - - Pte.	Sarah Boote.	—	—	
Harry Hill - - Pte.	Elizabeth Hill.	—	—	
William Bothwell - Pte.	Isabella Bothwell -	John - - William - - -	29 July 1887 15 Sept. 1892	
Ernest Sydney Ferrier - Corpl.	Mary Ann Ferrier -	Ernest Sydney - -	16 Nov. 1899	
Walter Cullum - - Pte.	Elizabeth Cullum.	—	—	
Alfred Smith - Pte.	Bridget Smith - -	Henry - - Daniel - - Bridget Ann - - Susar Theresa - -	10 Nov. 1893 9 Oct. 1895 21 Nov. 1897 1 Oct. 1899	
Robert Thomas Owens - Pte.	Ellen Owens - -	Mary Ellen - -	6 Mar. 1900	
John Brownrigg - - Corpl.	Sarah Jane Brownrigg	John - - James Duff - -	18 Oct. 1896 13 Oct. 1898	
George Albert Eveleigh - Pte.	Ellen Eveleigh - -	George - -	8 Apr. 1900	
Albert Giles - - Pte.	Sarah Annie Giles -	Eva - - Arthur - - -	8 Sept. 1891 1 Dec. 1899	
William Henry Dwyer - Pte.	Bridget Dwyer.	—	—	
John Williams - - Sergt.	Alice Mary Williams -	Lily Mary - - Ethel - - - Myrtle - - -	23 Nov. 1887 28 Oct. 1894 11 Oct. 1897	
Alfred Winton - - Pte.	Rose Winton - -	Ernest John - -	9 Oct. 1899	
Alfred Edward Dunkley - Lee-Corpl.	Caroline Dunkley -	Ethel Ruby - - Pamellar - - -	17 Nov. 1898 25 June 1900	
William Thomas Eayres Pte.	Jane Eayres - -	Hilda May - - Vera Dorothy - -	2 Oct. 1893 31 Oct. 1895	
John Turner Barnard - Pte.	Florence Ellen Barnard	John James - - Florence Ann - -	19 Aug. 1898 11 Nov. 1899	
Ernest James Hedges - Pte.	Nellie Hedges - -	Charles - - John James - -	6 Mar. 1898 19 Jan. 1899	
George Harry Hiscock - Corpl.	Emily Ann Hiscock -	Margaret Ellen - -	6 Jan. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Walter Gold - - Corpl.	Elizabeth Gold.	—	—	
Henry Walpole - - Pte.	Eleanor Walpole -	Margaret - -	30 Oct. 1899	
William Jordan - - Gunr.	Elizabeth Jordan -	Dorothy Day - - Ethel May - -	26 Apr. 1895 27 Feb. 1897	
Frederick Charles Reeves Pte.	Mary Ann Reeves -	Clara Harriet - -	5 Apr. 1899	
Ferdinand Ball - - Driver	Minnie Christine Ball.	—	—	
Thomas John Lazenby - Pte.	Barbara Lazenby -	Norah Geraldine - -	5 July 1900	
Samuel Barnes - - Pte.	Louisa Barnes - -	Lilian Mary - - Nellie May - -	25 July 1893 11 Mar. 1898	
Arthur Edwards - - Sergt.	Alice Edwards - -	Arthur Ernest - -	17 Aug. 1899	
Harry Griffiths - - Pte.	Annie Griffiths - -	Charles - -	26 Feb. 1897	
William Barnes - - Pte.	Mary Barnes - -	Joseph Henry - - William Ernest - -	9 Sept. 1898 19 Nov. 1896	
George Roach - - Pte.	Elizabeth Roach - -	John - - William - -	7 May 1892 5 July 1893	
George Frederick Mawby Pte.	Eliza Mawby - -	Alfred Victor - - George Frederick - -	25 Jan. 1899 25 Jan. 1899	
William John McLaren - Pte.	Isabella McLaren -	Mary Ann - - Wilhelmina - -	7 June 1898 18 July 1900	
Thomas Whitaker - - Pte.	Florence Alice Whitaker	Annie - - Thomas Wynberg - -	24 Oct. 1897 21 Aug. 1900	
Thomas Shore - - Pte.	Fanny Shore.	—	—	
Fred Parsons - - Pte.	Lydia Parsons - -	Rosa Ellen - - Albert Ernest - -	3 Oct. 1894 7 Aug. 1897	
William Henry Sykes - Pte.	Beatrice Sophia Sykes.	—	—	
John Henry Hatton - Sergt.	Ellen Hatton - -	John Arthur - -	16 July 1900	
John Allen - - Pte.	Sophia Elizabeth Allen.	—	—	
John Jackson - - Pte.	Jane Ann Jackson -	Thomas William - - Ann Bell - -	24 June 1887 1 Nov. 1899	
Thomas Frederick Augarde.	Jessie Caroline Augarde	Jessie Caroline - -	27 Jan. 1899	
Stanley Smith - - Pte.	Susan Smith - -	Stanley - -	10 Oct. 1900	
George James William Stamp.	Jane Elizabeth Stamp.	—	—	
James Douglas - - Pte.	Elizabeth Catto Douglas	Elizabeth - - James - - Jane - -	2 Nov. 1894 5 Jan. 1898 13 Jan. 1900	
Henry Azelby - - Pte.	Catherine Azelby -	Thomas Richard - - Joseph - - William - -	4 Aug. 1895 9 Dec. 1896 5 Jan. 1899	
Archibald Balloch - - Pte.	Mary Balloch - -	Archibald - -	11 June 1900	
George Henry Perry - Pte.	Edith Perry.	—	—	
Andrew Inglis - - Trpr.	Margaret Inglis.	—	—	
Arthur Dawson - - Pte.	Jane Dawson.	—	—	
Thomas Elston - - Pte.	Rhoda Elston - -	John William - -	31 July 1898	
Albert Beasley - Q.-M.-Sergt.	Margaret Beasley -	Nora Alberta - -	29 Aug. 1897	
Hugh Duncan - - Pte.	Agnes Duncan - -	Annie - - Margaret - -	8 Jan. 1898 14 June 1899	
Harry Norman - - Pte.	Matilda Norman -	Mabel Eliza - - Ethel Mary - -	11 Feb. 1898 5 Oct. 1899	
David Woods - - Pte.	Elizabeth Woods -	James - -	29 Apr. 1899	
Thomas Hatch - - Gunr.	Mary Jane Hatch.	—	—	
Joseph Marchant - - Pte.	Emily Marchant -	Emily - -	19 Feb. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Samuel Augustus Baker - Trpr.	Louisa Beatrice Baker -	Samuel Augustus -	3 Sept. 1899	
James Attridge - - Pte.	Maud Attridge - -	Frances Maud - - James - - -	17 May 1898 30 Nov. 1899	
John Alfred Godfrey - Corpl.	Elizabeth Alice Godfrey	Frederick - - -	6 Feb. 1897	
David Chapman - - Pte.	Rose Chapman.	—	—	
Ernest Joseph Bowers - Pte.	Rosina Bowers - -	Richard - - -	10 May 1899	
William Hills White - Sergt.	Florence Minnie White.	—	—	
Martin O'Shaughnessy - Pte.	Mary O'Shaughnessy.	—	—	
George White - - Pte.	Ellen White - -	Florence Gertrude -	8 June 1899	
William Henry Cross - Pte.	Rosina Cross - -	Olive Hilda - -	21 Mar. 1900	
Joseph William Minns - Pte.	Charlotte Minns - -	Elizabeth - - -	19 Aug. 1900	
James Thomas Hodges - Pte.	Annie Hodges - -	James - - - Florence - - - Edith - - -	23 Nov. 1896 27 Aug. 1898 2 Sept. 1899	
Patrick Kearns - - Pte.	Annie Keans - -	Annie - - - Patrick - - - Margaret - - - Richard - - - James - - - Stephen - - -	29 June 1887 23 Apr. 1891 25 Apr. 1893 9 Aug. 1895 21 Nov. 1897 21 Mar. 1900	
Harry Calthorpe - - Gunr.	Annie Maude Calthorpe	Alice Ivy - - -	18 Feb. 1899	
Robert Paton Gilmore - Pte.	Ellen Gilmore - -	James - - -	10 Apr. 1900	
Fred Bunn - - - Pte.	Sarah Alice Bunn -	James - - -	10 Apr. 1900	
Thomas Pike - - Pte.	Harriet Pike - -	Harriet Elizabeth -	24 Nov. 1899	
Robert Hewitt - - Pte.	Elizabeth Alice Hewitt	Frederick - - - Lillian Mary - - - Grace Edith - - -	28 June 1888 17 July 1889 12 Jan. 1893	
Thomas Brown - - Pte.	Annie Brown - -	Thomas - - -	18 Nov. 1900	
James Montgomery - Pte.	Elizabeth Montgomery	Marcilla - - - Anna Elizabeth - - - Elizabeth - - - James - - - John Vincent - - -	10 Mar. 1891 7 Aug. 1892 23 Jan. 1896 11 Oct. 1898 15 June 1900	
William Ward - - Pte.	Caroline Ward.	—	—	
John Baker - - Gunr.	Clara Baker.	—	—	
Charles William Webb - Pte.	Mary Kate Webb -	Patrick - - - Florence - - -	12 May 1898 5 Oct. 1899	
Francis Joseph Davis - Pte.	Annie Davis - -	Harry Basil - - - Francis - - -	20 Dec. 1897 28 Sept. 1899	
Hugh Henry Mayne - Sapper	Sarah Elizabeth Mayne	Samuel William -	29 Apr. 1900	
Edward Henry North Lce.-Sergt.	Christina North -	Alfred - - - Elizabeth - - - Christina - - -	7 Aug. 1890 9 July 1895 2 Apr. 1899	
Joseph Moore - Sergt.-Mjr.	Margaret Moore -	Joseph Patrick - - - Alfred John - - - Kathleen - - - Thomas - - - Margaret - - - Leonard - - -	18 Nov. 1887 21 Dec. 1889 17 Nov. 1893 6 Jan. 1896 6 Feb. 1898 15 June 1900	
George Albert Jones - Pte.	Louisa Jones - -	Louisa May - - - Daisy - - - Ivy Dorothy - - - George Edward - - - Lily Annie - - -	11 May 1891 9 Oct. 1894 30 May 1896 23 May 1898 13 Aug. 1899	
William Wood - - Sergt.	Julia Wood.	—	—	
Joseph Young - - Pte.	Anna Maria Young -	Elizabeth Kate - - - George - - -	11 Dec. 1895 8 Sept. 1897	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Frederick Isaac Ellerington Pte.	Alice Maud Ellerington	Annie Helen - - Florence - - Douglas John - - Elaie Mary - - Beatrice Rachael - -	2 Dec. 1889 19 June 1891 25 Dec. 1892 22 Feb. 1895 16 Apr. 1899	
William McKay - - Pte.	- - - -	Thomas (orphan) - -	19 June 1895	
Alfred Ernest Champion Corpl.	Emily Champion - -	Ernest George - - Walter William - -	24 Feb. 1899 6 June 1900	
John Gobel - - Pte.	Florence Clara Gobel.	—	—	
Hendrick Cruywagen Far.-Corpl.	Sophia Helena Cruy- wagen.	Muriel Helen - - Helena Julia - -	18 June 1897 22 July 1900	
Walter Ballentyne - Pte.	Eleanor Ballentyne -	Florence - -	1 Aug. 1897	
John White - - Pte.	Mary Ann White -	Beatrice - -	28 Apr. 1900	
C. Morris - - Pte.	J. T. Morris.	—	—	
David May - - Pte.	Mary Ann May.	—	—	
John Treasure - - Pte.	Caroline Matilda Treasure.	—	—	
John James Keyton - Sergt.	Bridget Agnes Keyton	Doris Irene - - Cyril - -	2 Oct. 1898 27 Jan. 1900	
John William James Wright Pte.	Sarah Maria Wright -	Gladys Mildred -	28 Nov. 1899	
Joseph Von Malke Jaquet Loe- Corpl.	Emma Caroline Jaquet	Joseph - - Margaret - -	8 June 1894 22 Dec. 1895	
John Blackford - Staff-Sergt.	Emily Blackford -	John Walker - - Cyril Francis - -	4 Sept. 1895 26 June 1898	
Matthew Marshall - Loe.-Corpl.	Betsy Marshall - -	Janet - - Betsy - - Murdo - - William - - Alexander - - Matthew - -	27 July 1891 19 Dec. 1892 29 Mar. 1894 27 Feb. 1897 28 Dec. 1898 10 Sept. 1900	
John Richard Erskine - Driver	Betsy Erskine -	John - - Ada - - Lily - - Edith May - -	11 June 1889 18 Feb. 1893 11 Jan. 1897 23 Dec. 1898	
George Hurd - - Corpl.	Annie Eliza Hurd -	Frederick - - George - -	12 Dec 1895 20 May 1898	
Walter Edwin Dudley - Sergt.	Gertrude Florence Dudley.	Bernard - -	8 Jan. 1897	
Harry Room - - Pte.	Emily Sophia Room -	Lily - -	27 Dec. 1899	
John Harmer - - Pte.	Margaret Ellen Harmer	Jane - -	5 July 1900	
William Jones - - Pte.	Elizabeth Jones -	Albert Redvers -	28 Feb. 1900	
William Henry Vivian - Pte.	Harriet Maria Vivian -	Harriet - - William - -	15 Apr. 1895 5 July 1896	
John William Tinning - Corpl.	Margaret Isabella Tinning.	Lilian - -	18 July 1893	
Joseph Henry Pearson - Trpr.	Annie Pearson - -	Cyril - - Vincent - - Amy - - Florence - -	16 Sept. 1889 7 June 1891 25 Dec. 1893 5 Oct. 1897	
Joseph Leonard Sanderson Corpl.	Mary Ann Sanderson -	Claude - - Alfred - -	8 Aug. 1895 6 Oct. 1899	
Thomas James Andrews Shoeing Smith	Bessie Andrews - -	William - - Thomas - -	15 Dec. 1894 15 June 1899	
Henry Herbert Elworthy - Sergt.	Alice Beatrice Elwor- thy	Winifred May - - Henry Herbert - -	23 June 1898 22 Nov. 1899	
Albert George Young - Sergt.	Isabella Young.	—	—	
Septimus Peacocke - Sergt.-Mjr.	Mabel Frances Pea- cocke.	George Warren - - Brian William - - Geoffrey Francis - -	31 Aug. 1896 20 Oct. 1898 22 Feb. 1900	
Robert Cates - - Pte.	Minnie Cates - -	Robert James - -	10 June 1899	
John Henry Frudd - - Sergt.	Hen'etta Frudd - -	Francis - -	9 May 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Wear - - Pte.	Hannah Wear - -	Sydney - - -	5 June 1899	
George Hutchinson - Corpl.	Fanny Hutchinson.	—	—	
James Bramwell - - Pte.	Eliza Bramwell -	Ernest - - - James Edward - -	28 Jan. 1897 31 May 1899	
George Locker - - Pte.	Gertrude Locker -	Phyllis Gertrude -	30 Sept. 1898	
William John Turtle - Pte.	Ethel Turtle - -	Harold - - -	27 Mar. 1898	
Samuel Buckley - - Corpl.	Sarah Jane Buckley -	Victor Samuel - - Hector Edward - -	23 Aug. 1893 15 July 1895	
James Lemoa - - - Gunr.	Annie Lemon - -	Charlotte - - - Annie - - - Florence - - -	3 Aug. 1893 11 Apr. 1895 21 Aug. 1900	
Thomas Higginson - - Sergt.	Alice Higginson.	—	—	
William Dowse - - - Driver	Adeline Dowse -	Mabel - - - William George - - Ernest Roberts - -	25 Feb. 1894 20 Apr. 1895 28 Dec. 1899	
Frederick Palmer - - Pte.	Annie Marshall Palmer.	—	—	
James Stevenson - - Corpl.	Ruth Stevenson - -	Evelyn - - - Mary - - - Rachael Jane - - Jamesina Adelaide -	12 June 1897 16 July 1898 30 Sept. 1899 5 Dec. 1900	
Arthur Bannister - - Pte.	Ruth Bannister -	Mary Ellen - - - Annie - - -	26 Jan. 1896 10 July 1898	
Charles Griffin - - - Pte.	Annie Griffin - -	Gerard - - -	21 Feb. 1900	
Joseph Frost - - - Pte.	Lucy Frost.	—	—	
Charles Edgar Cox - - Corpl.	Frances Cissey Cox.	—	—	
Peter Tyre - - - - Pte.	Isabella Tyre - -	Isabella - - - Ann - - -	4 Oct. 1896 4 Apr. 1898	
William Wilson - - - Corpl.	Lucy Wilson - -	Barbara - - -	5 Nov. 1897	
Henry Appleby - - - Pte.	Dorcas Appleby - -	John Henry - - - Kathleen - - -	18 Aug. 1889 1 Nov. 1898	
Henry Stringer - - - Corpl.	Alice Stringer.	—	—	
William Griffiths - - - Gunr.	Emily Griffiths - -	William John - - - Alfred Redvers - -	19 July 1898 31 Mar. 1900	
Thomas Wilson - - - Sergt.-Mjr.	Emily Wilson.	—	—	
Ernest Henry Wyatt - Sapper	Clara Wyatt - -	May Dorothy - - - Mostyn Henry - -	13 Nov. 1897 24 June 1899	
William Alfred Scarlett - Corpl.	Margaret Eva Scarlett -	Grace Victoria - -	13 Apr. 1897	
Thomas Hall Turner - - Corpl.	Jemima Turner.	—	—	
Alfred James Cuddy - - Pte.	Lucy Emily Cuddy -	Amy Eliza - - -	12 Aug. 1900	
William Hancox - - - Pte.	Annie Hancox - -	Winifred - - -	2 June 1900	
Thomas Moss - - - - Pte.	Alice Moss - - -	Thomas - - - William - - -	19 Nov. 1895 30 July 1899	
John Carty - - - - Pte.	Annie Carty.	—	—	
James Forbes - - - - Pte.	Christina Forbes - -	Thomas - - -	1 June 1900	
Stephen Riley - - - - Pte.	Hannah Riley - -	Gertrude - - - Elsie - - - Leonard - - - Mary Ellen - - - Hannah Elizabeth -	2 Dec. 1889 16 Oct. 1892 19 Nov. 1895 2 Feb. 1898 27 Sept. 1900	
Martin Murphy - - - - Sergt.	Kato Murphy - - -	Putrick - - - John - - -	10 Feb. 1897 20 Aug. 1899	
John Thomas Taylor - - Corpl.	Hannah Elizabeth Taylor.	Irene Lucy - - -	9 Dec. 1899	
William McNamara - - - Pte.	Kate McNamara - -	Kate - - - Margaret - - - Mary - - -	1 Aug. 1894 7 Feb. 1896 5 Oct. 1899	
William Faulds - - - - Pte.	Jane Faulds.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Bailey Cope - Pte.	Amelia Cope - -	Muriel - - - Thomas - - - Grace Amelia - -	22 Oct. 1891 10 Jan. 1896 7 Mar. 1897	
Henry Arthur Perrin - Gunr.	Catherine Judith Perrin.	—	—	
William Battinson - - Pte.	Ada Battinson.	—	—	
Allan Howarth - - Pte.	Maria Howarth -	Clara - - -	11 Oct. 1898	
Walter Gaskin Smith - Pte.	Emma Smith.	—	—	
William McCarthy - Pte.	Susan McCarthy -	Annie - - - Margaret - - -	28 July 1897 24 Mar. 1899	
Richard Walter - - Pte.	Louisa Walter -	Archibald - -	13 Aug. 1900	
William Woodward - Pte.	Minnie Woodward -	Edward - - -	11 Sept. 1897	
William Woodward - Sergt.	Eliza Ann Woodward.	—	—	
Albert Worboys - - Sapper	Catherine Worboys.	—	—	
William Rodway - - Gunr.	Amelia Ann Rodway -	John Thomas - Florence Ellen - Selina May -	1 Apr. 1892 18 July 1895 9 Aug. 1898	
Charles Mills - - Driver	Kathleen Mills - -	Margaret - - -	19 Sept. 1899	
Joseph Thomas Brennand Bombr.	Maggie Brennand.	—	—	
William Henry Lovelock - Pte.	Fanny Lovelock.	—	—	
Charles James Hollis - Sapper	Ellen Hollis - -	Charles Frederick - Ellen - - - Ethel Mabel -	8 Jan. 1894 12 May 1895 25 Sept. 1896	
John Molloy - - Pte.	Frances Molloy - -	John William -	5 Mar. 1900	
Edward James Downham Trpr.	Harriet Elizabeth Downham.	Thomas William -	1 Jan. 1896	
William Crane - - Pte.	Ada Crane - -	Beatrice - - - Annie - - -	19 Feb. 1895 22 Oct. 1899	
Alfred James Sears - Driver	Fanny Elizabeth Sears	Alfred - - - Frederick - - - Frank Robert -	19 Apr. 1897 21 Sept. 1898 11 Dec. 1900	
John Connell - - Pte.	Ann Connell - -	John - - - Fred - - - Frank - - -	28 Oct. 1893 24 May 1896 15 Dec. 1897	
John Gilligan - - Pte.	Ellen Gilligan - -	Mary May - -	4 May 1898	
Laurence Donaldson - Pte.	Mary Ann Donaldson.	—	—	
John David Waters - Sergt.	Lily Emily Waters.	—	—	
John Rigby - - Pte.	Alice Ann Rigby -	Herbert - - -	17 Feb. 1898	
Alexander James Symons Pte.	Louisa Symons - -	Robert James -	28 May 1900	
Matthew Mellor - - Pte.	Isabella Mellor.	—	—	
Thomas Wright - - Sergt.	Jane Wright.	—	—	
Jonathan Darby - Corpl.	Margaret Darby -	Elizabeth - -	4 Apr. 1900	
Thomas Kenny - - Pte.	Jane Kenny - -	Nellie - - - George J. - - - Willie - - - David - - - Albert - - - Ethel - - -	29 Mar. 1885 29 Aug. 1886 20 Aug. 1888 23 Dec. 1890 25 Mar. 1898 7 Dec. 1898	
Charles Hemmings - Pte.	Florence Hemmings.	—	—	
Harry Franklyn Arnold Lee-Sergt.	Annie Louise Arnold -	Harry Franklyn -	29 May 1900	
William Johnson - - Pte.	Mabel Elizabeth Johnson.	John Collett - Reginald - - - Harry Jubilee - Wilfred Charles -	18 June 1890 24 May 1896 31 May 1897 21 Nov. 1898	
George Thistleton - Pte.	Gertrude Frances Thistleton.	—	—	
Thomas Baylis - - Pte.	Mary Agnes Baylis -	Francis - - -	22 Mar. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Mailen - - Pte.	Mary Ellen Mailen -	Thomas John - - Mary Ellen - -	24 Oct. 1897 15 Sept. 1900	
John King - - - Sergt.	Helen King.	—	—	
Mark Wood - - - Sergt.	Annie Wood.	—	—	
James Foley - - Pte.	Rose Foley - -	Catherine - -	11 Jan. 1899	
Herbert Norman - - Pte.	Ada Norman.	—	—	
Michael Kerr - - - Pte.	Theresa Kerr - -	Katherine - - Alice - - Margaret - - James - -	24 Nov. 1889 28 July 1891 20 Dec. 1896 27 May 1900	
Walter Putman - Sqd.-Corpl.-Mjr.	Mary Ada Putman -	Sadier Florence - Ada - - Walter - -	18 Aug. 1895 26 Sept. 1897 25 Feb. 1899	
Albert Laker - - - Pte.	Clara Laker - -	Albert - - Clara - - Kathleen - -	10 July 1890 30 Sept. 1891 6 Jan. 1898	
Cornelius Bourke - - Pte.	Rose Rourke - -	Mary Ann - - Thomas - - Bernard - - James - -	30 Oct. 1890 21 Feb. 1893 8 July 1895 6 Oct. 1897	
Alexander Cheyne - Q.-M.-Sergt.	Jessie Lundie Cheyne -	Charles Alexander -	19 June 1893	
George Holland - - - Pte.	Margaret Holland -	Mary - -	22 Sept. 1898	
James Dawson - - - Pte.	Isabella Dawson.	—	—	
Thomas Giltrap - - - Pte.	Kate Giltrap - -	Mary Kate - - Margaret - -	19 Dec. 1897 15 Jan. 1900	
William Murphy - - - Pte.	Margaret Murphy -	Wilhelmina - -	26 Mar. 1900	
Edwin Frederick Goodwin Corpl.	Amelia Antoinette Goodwin.	—	—	
James Adams - - - Sergt.-Mjr.	Louisa Dora Adams -	James Arthur - -	5 Mar. 1895	
David Adams - - - Pte.	Mary Adams.	—	—	
Alfred Holder - - - Pte.	Ellen Louisa Holder -	Alfred Richard -	10 Mar. 1899	
William Thomson - - Pte.	Catherine Thomson -	William - - Andrew - -	3 May 1894 6 June 1897	
Robert Moakes - Lce.-Corpl.	Mary Jane Moakes -	Robert - -	13 Dec. 1899	
Thomas Boulden Varker Pte.	Anne Varker - -	George Leonard - -	20 Feb. 1892	
Arthur Oswin - - - Driver	Agnes Oswin - -	Eva Beatrice - - Percy Walter - -	11 Feb. 1893 20 Dec. 1894	
William Henry Hughes - Pte.	Rosa Alice Hughes -	Rosa Alice - -	8 Sept. 1899	
John Tomlinson - - - Driver	Mary Tomlinson.	—	—	
James Wyatt - - - Gunr.	Fanny Wyatt - -	Stephen William -	12 Jan. 1899	
John Gilmore - - - Corpl.	Emily Alice Gilmore -	Jacqueline - -	8 Aug. 1900	
William Hayward - - - Pte.	Emma Hayward - -	Dorothy Ada - - Francis William - Bertram - - Maurice - - Margaret Ellen -	21 Dec. 1891 9 Aug. 1893 23 Aug. 1895 28 Dec. 1897 27 Sept. 1899	
John Burns - - - Driver	Minnie Burns - -	Abraham - - Henry - - Joseph - - Minnie - -	15 Mar. 1884 17 Apr. 1887 22 May 1888 5 Jan. 1896	
James Walters - - - Driver	Mary Jane Walters -	Lilian Helen - - William - -	5 June 1899 7 Dec. 1900	
Charles Ormond Butler Sergt.-Farrier.	Jane Butler -	Charles Ormond - Dora Jane - -	22 May 1897 27 July 1899	
Thomas Hilliard - - - Pte.	Ellen Hilliard - -	Evelyn - - Thomas Henry - -	14 May 1899 3 Aug. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Charles Dickens - Shoeing Smith	Catherine Ann Dickens	Harold - - - Nellie - - - Polly - - - Daisy - - - May - - - Edith Alice - - -	24 July 1888 29 July 1890 3 July 1892 8 Sept. 1894 12 May 1895 26 Nov. 1897	
Henry Turk - - Driver	Charlotte Turk -	Patrick - - -	14 Aug. 1896	
George Stevens - - Pte.	Joanna Stevens - -	Rachel - - - Ellen Jessie - - -	1 Apr. 1898 19 Aug. 1899	
William Charles Wright - Pte.	Florence Ada Wright.	—	—	
Sydney Joseph Cox - Pte.	Rose Eliza Cox.	—	—	
Alexander McLaggan - Sergt.	Harriet McLaggan -	John Alexander - Reginald Henry - Alexander - - -	20 Feb. 1897 5 May 1898 20 Mar. 1900	
Mark Joseph Newman - Driver	Hannah Maria Newman.	—	—	
Bernard Lennon - - Pte.	Margaret Lennon.	John - - - Margaret - - - Sarah - - -	11 May 1894 10 Feb. 1896 26 Dec. 1899	
James Bent - - Sergt.	Letitia Bent -	James Clifford - Winifred Grace - Florence - - -	8 Jan. 1894 23 Mar. 1895 22 Sept. 1897	
Joseph Reilly - - Buglr.	Catherine Reilly - -	Thomas - - - Catherine - - - Ellen - - -	25 July 1893 31 Aug. 1894 16 May 1896	
Charles Grant - - Pte.	Gertrude Alice Grant -	Dorothy - - -	8 Feb. 1900	
Alfred Robinson - - Pte.	Elizabeth Mary Robinson.	Margaret Mary - Florence Jane - -	30 May 1898 4 Feb. 1900	
Robert Trebble - - Pte.	Elizabeth Trebble -	Gladys - - -	28 Oct. 1897	
Joseph Footitt - - Pte.	Sarah Footitt.	—	—	
Paul Williams - - Pte.	Caroline Williams -	Lilian - - - Ethel - - - William - - -	20 July 1887 1 Dec. 1888 16 Feb. 1891	
Edward Cooper - - Pte.	Rose Mercy Cooper -	Lilian Jessie - Nellie - - -	8 Jan. 1899 13 May 1900	
Frederick Jones - - Pte.	Alice Ann Jones -	William - - - Mary Maria - - - John Stanley - - Annie Elizabeth -	27 Jan. 1888 10 Nov. 1890 27 Nov. 1892 8 Apr. 1895	
John Wright - - Pte.	Annie Wright - -	Annie - - - Sarah - - -	20 July 1899 28 Nov. 1900	
Thomas Commerford - Pte.	Catherine Commerford	Hannah - - - Mary - - - Michael - - -	19 Oct. 1889 10 Nov. 1894 6 Feb. 1900	
James Warnock Robertson Lce.- Corpl.	Margaret Robertson -	Peter - - - James Warnock -	6 Oct. 1885 8 Apr. 1895	
Patrick Beardon - - Pte.	Mary Jane Beardon -	Margaret - - - Florence Mary - James - - -	5 Apr. 1895 29 Mar. 1900 20 Nov. 1897	
John Jones - - Col.-Sergt.	Alice Maud Jones.	—	—	
Robert Johnstone - Pte.	Mary Johnstone -	John - - -	12 Dec. 1898	
John Hearn - - Sergt.	Elizabeth Hearn -	John - - - Elizabeth - - -	25 June 1895 15 Aug. 1896	
Joseph Burge - - Pte.	Jane Burge.	—	—	
John Henry Gamble - Pte.	Kate Gamble -	Catherine Alice - William Henry - Lily - - -	18 July 1892 7 Aug. 1893 20 Aug. 1900	
Henry Parker - - Gunr.	Caroline Henrietta -	Henry - - -	30 Dec. 1898	
Henry Moss - - Pte.	Annie Elizabeth Moss.	—	—	
Charles Tomlinson - Pte.	Margaret Tomlinson.	—	—	
Charles Isaac Mullinger - Pte.	Olive Editha Mullinger	Emily May - -	14 May 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Knight - - Pte.	Martha Knight -	Isabella - - - James - - - Joseph - - -	9 July 1886 14 Jan. 1894 15 July 1896	
John Nelsey - - Pte.	Annie Maria Nelsey -	John William - -	2 Mar. 1898	
William Light - - Pte.	Sarah Ann Light -	Mary Jane - - Ellen Kate - -	11 Oct. 1898 19 Dec. 1900	
James Lewis Solomon - Trpr.	Millicent Ellen Solomon.	—	—	
Alfred Williams - - Pte.	Emma Jane Williams -	Rose Ellen - - Leah Amy - -	12 June 1894 18 Sept. 1896	
Bartley Healy - - Pte.	Annie Healy - -	John - - - Mary - - - Michael - - -	28 Mar. 1894 23 July 1896 19 Aug. 1899	
Reuben Maltby - - Pte.	Elizabeth Maltby.	—	—	
Thomas William Turkington Pte.	Barbara Turkington.	—	—	
Walter Brown - - Pte.	Frances Alice Brown -	Walter - - -	14 Oct. 1893	
Thomas Simpson - - Pte.	Emily Simpson.	—	—	
James Chadwick - - Pte.	Violet Chadwick -	Annie - - -	30 Dec. 1899	
William John Nicholls - Corpl.	Catherine Lizzie Nicholls.	William Richard -	13 Nov. 1899	
John William Evans - Pte.	Matilda Evans -	Clara Louise - George - - -	19 Nov. 1892 25 Nov. 1899	
Albert Buckley - - Pte.	Mary Buckley - -	George - - - Victoria - - -	10 Feb. 1894 17 Dec. 1899	
Alfred Gowman - Lce.-Corpl.	Annie Beatrice Gowman.	Harriett Beatrice -	22 Jan. 1899	
John Henry Earle - - Pte.	Ethel Beatrice Earle.	—	—	
Patrick Rodgers - - Pte.	Joanna Rodgers -	William - - - Patrick - - -	29 June 1895 24 Dec. 1898	
Henry Gill - - - Pte.	Mary Annie Gill -	Robert - - -	1 Nov. 1884	
Frederick William Mott - Pte.	Mary Ann Mott -	Alice Nora - -	24 July 1894	
Thomas Dawson - - Pte.	Mary Ann Dawson -	Ivy Muriel - - Robert - - - Elsie May - - Cecil George - Joseph - - - Thomas - - -	6 July 1891 29 Sept. 1893 19 May 1896 8 Dec. 1897 11 Dec. 1898 11 Feb. 1900	
John Matthews - - Pte.	Mary Matthews - -	John William - -	3 Dec. 1899	
John Cree - - - Pte.	Eliza Ellen Cree -	Thomas - - -	3 June 1898	
James Ernest Bowler - Ward Ordly.	Ellen Bowler - -	Edith Violet - - Leonard - - - Ernest William -	8 Jan. 1894 15 Nov. 1895 5 Nov. 1900	
James Woodburn - - Sergt.	Mary Woodburn -	Kathleen - - -	15 June 1899	
William John Park - - Pte.	Minnie Park - -	William John - -	24 July 1900	
Benjamin Feary - - Pte.	Elizabeth Feary -	Lucy Wilson - -	18 July 1893	
Elijah Kidd - - - Pte.	Harriet Kidd - -	Arthur - - - Elsie - - -	5 Nov. 1894 27 Jan. 1897	
William Edward Padwick Pte.	Esther Eliza Padwick -	William - - -	26 July 1900	
William Robbin - - Corpl.	Rebecca Maria Robbin	Constance - - - Bertram - - -	29 Jan. 1897 8 Mar. 1898	
James Baggott - - Pte.	Florence Baggott.	—	—	
Walter Thurland - - Pte.	Rose Thurland - -	Rosetta - - - Walter John - -	21 Nov. 1895 26 Nov. 1898	
Herbert Applebee - Lce.-Corpl.	Lizzie Applebee.	—	—	
Thomas Simpson - - Sergt.	Mildred Fanny Simpson	Thomas Aaron - -	22 Nov. 1898	
George Parsons - - Pte.	Edith Louise Parsons -	Emma Jane - - -	24 June 1898	
John Charles Knight - Pte.	Annie Knight - -	Lily - - - Florence - - -	3 June 1896 2 Apr. 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Oliver Burningham - Pte.	Emily Burningham.	—	—	
William Wiltshire - Pte.	Sarah Ann Wiltshire -	Daisy Louise - - Victor - -	25 Apr. 1896 6 May 1900	
Edward Burnham - - Pte.	Ellen Burnham - -	Eleanor - - -	18 Nov. 1899	
Arthur Bouchier - Trpr.	Jessie Bouchier.	—	—	
John Lashbrook - - Pte.	Catherine Lashbrook.	—	—	
Isaac Forrest - - Pte.	Margaret Forrest -	William - - - Isaac - - -	20 Dec. 1897 8 Sept. 1900	
Robert Paterson - Lce.-Sergt.	Isabella Paterson.	—	—	
Arthur John White - Pte.	Elizabeth Hall White -	Eleanor Ruby - -	11 Sept. 1896	
John Cummings - Pte.	Annie Cummings -	Thomas - - - Ellen - - -	8 Feb. 1897 1 Mar. 1899	
Sydney Watkins - Pte.	Susannah Watkins -	Sydney Thomas -	29 May 1900	
John Gaskell - - Pte.	Margaret Alice Gaskell	Annie - - - John Robert - -	24 Apr. 1899 8 May 1900	
John McMurray - Driver	Louisa McMurray -	Elsie Emily - - Ellen Amelia - - William John -	22 Oct. 1895 26 July 1897 30 Nov. 1899	
Thomas Lettis - - Pte.	Ellen Lettis - -	Henry - - - Edward - - -	8 May 1899 31 May 1900	
Philip Huxley - - Pte.	Elizabeth Jane Huxley	Florence May - Ellen - - -	27 Nov. 1897 6 June 1899	
Samuel Hall - Shoeing Smith	Emma Jane Hall -	Mabel Elsie - - Arthur William - Alfred Charles -	22 Dec. 1892 7 Nov. 1894 26 Feb. 1898	
Thomas Francis Blake - Trpr.	Edith Jane Blake -	Violet - - -	30 Dec. 1899	
William Frederick Smith - Pte.	Mary Smith - -	Richard - - - Elizabeth - - - Dorothy - - -	14 Jan. 1896 3 Apr. 1897 26 Dec. 1898	
Henry James Willis Lce.-Corpl.	Mary Ann Willis -	Harry - - -	15 June 1899	
Timothy O'Shea - Pte.	Elizabeth O'Shea -	Ellen - - - John - - -	9 Nov. 1894 9 Feb. 1899	
Herbert Elliston - Gunr.	Elizabeth Ruth Elliston	Herbert George -	16 June 1900	
Joseph Alfred Morgan - Corpl.	Mary Bridget Morgan -	Thomas Edward -	28 Nov. 1899	
Henry York Green - Staff-Sergt.-Farrier.	Emma Green - -	Henry John - -	13 June 1897	
Tom Rogers - Pte.	Alice Maude Rogers.	—	—	
William John Woods - Pte.	Sarah Woods - -	William John - -	8 Apr. 1900	
Ebenezer Wilson Shaw - Pte.	Margaret Shaw.	—	—	
Alfred Tester - Lce.-Corpl.	Mercy May Tester -	Alfred Waller - Edith Evelyn - Arthur George - Dorothy Mabel -	6 Dec. 1896 1 Jan. 1898 24 Mar. 1899 17 June 1900	
Charles McGill - - Pte.	Edith Mary McGill -	Edith Maud - - Cyril Charles -	1 Apr. 1894 26 Oct. 1897	
William Perrott - Pte.	Susan Perrott - -	William - - -	19 Nov. 1898	
William Hewlett - Pte.	Florence Hewlett -	Florence - - -	10 Dec. 1899	
James Connolly - - Pte.	Sarah Connolly -	Kate - - - Julia - - - John - - - James - - -	26 Aug. 1893 2 July 1895 13 Apr. 1897 23 June 1899	
James Mellon - - Pte.	Elizabeth Mellon -	Christina - - -	28 Aug. 1900	
Frederick Hilder - Pte.	Emily Ann Hilder -	Emily Elizabeth - Frederick James -	1 Apr. 1897 10 Aug. 1898	
William Gibbon - - Pte.	Eveline Isabella Gibbon	John William - Robert Lane - -	8 May 1897 27 May 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Rush - - Pte.	Emma Elizabeth Rnsh	Dorothy - -	10 May 1899	
James William Whittle - Corpl.	Mary Ann Whittle -	James William - Arthur - Hilda May - -	23 May 1894 1 May 1896 11 July 1898	
John Day - - Pte.	Sarah Jane Day -	Leonard - -	18 Feb. 1897	
Harry Jackson Pywell - Pte.	Teresa Pywell - -	Marie Teresa - -	15 Mar. 1900	
John Doyle - - Gunr.	Catherine Doyle.	—	—	
George Kelly - - Pte.	Elizabeth Kelly -	Stephen - - David - -	8 Sept. 1887 17 July 1890	
William Sedgwick - Pte.	Sarah Ann Sedgwick.	—	—	
George Martin - - Corpl.	Emily Louise Martin -	Beatrice May - Albert Edwin - -	28 Sept. 1896 28 Feb. 1898	
Francis Hanlon - - Pte.	Margaret Hanlon.	—	—	
Edward Frank Noakes - Gunr.	Rhoda Noakes -	William - - Edward - - Margaret - - Ethel - -	6 Dec. 1893 18 Sept. 1895 27 Aug. 1897 7 Sept. 1899	
Henry Boome - - Pte.	Annie Boome.	—	—	
Frank Evans - - Pte.	Rose Evans - -	John William -	25 July 1896	
Herbert Frederick Rabbitt Pte.	Lillian Alice Rabbitt.	—	—	
William John Lockyer - Pte.	Gertrude Lockyer -	Catherine - -	26 Apr. 1898	
Robert Jameson - Pte.	Jane Ann Jameson -	Isabella - Ann - - William - - John Gray - -	31 Aug. 1889 28 May 1892 29 May 1895 18 May 1897	
Edwards Hemens - Pte.	Elizabeth Hemens -	Mary Elizabeth -	13 Feb. 1900	
James McNeill - - Pte.	Elizabeth McNeill.	—	—	
Herbert Henshall - Pte.	Rose Henshall -	Herbert - -	15 Oct. 1898	
Joseph Bardell - - Pte.	Lester Bardell - -	Bedine - - Nellie - - Arthur - - Eric Sydney - -	8 Jan. 1881 11 Feb. 1884 6 June 1887 25 July 1897	
Francis Joseph Wilby - Pte.	Amelia Wilby - -	Agnes Margaret Louise Mary - -	19 Sept. 1898 20 July 1900	
Seth Robinson - - Pte.	Kate Harriet Robinson	Eva Nellie - James Thomas - -	26 Mar. 1897 4 Sept. 1899	
John McGuire - - Pte.	Mary McGuire - -	Edward - - Elizabeth - -	26 Apr. 1898 14 Jan. 1900	
Thomas Mayne - - Pte.	Harriet Mayne -	Hetty Maud - - Ada Mary - - Thomas - - William John - - Elizabeth - -	30 July 1888 21 Jan. 1890 9 Apr. 1900 2 Feb. 1893 22 July 1891	
Lucinda Burke - - Pte.	Mary Burke - -	Mary - -	3 Dec. 1899	
Edward Augustus Taroni Pte.	Amy Taroni - -	Edward - -	22 June 1898	
Herbert Jackson Garside - Driver	Susan Caroline Garside.	—	—	
Thomas Girvin - - Gunr.	Margaret Girvin - -	Agnes Gordon - -	14 Apr. 1896	
Herbert Adams - - Pte.	Julia Adams.	—	—	
John Joseph Byrne - Gunr.	Agnes Byrne - -	John Bernard - -	21 Jan. 1899	
Alexander Simpson - Corpl.	Helen Simpson -	Elizabeth - - Helen - -	27 Sept. 1896 27 Mar. 1898	
Darcy Revell - - Pte.	Martha Ann Revell -	Edith - -	20 Sept. 1892	
Thomas Maher - - Pte.	Emily Maher.	—	—	
Matthew Lloyd - - Pte.	Mary Eliza Lloyd.	—	—	
Ephraim Leader - - Pte.	Alice Leader - -	Elsie Maud - - Albert - -	30 Oct. 1895 5 Dec. 1896	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Stephen Ames - - Pte.	Annie Ames - -	Florence - -	19 Aug. 1895	
Frederick Thompson - Pte.	Lucy Thompson - -	Frederick - - Elsie - - Rose Lily - - William - -	4 Dec. 1893 17 Jan. 1896 5 Aug. 1897 8 Jan. 1900	
Charles George Taylor - Pte.	Maria Gertrude Taylor.	—	—	
George Eade - - Pte.	Caroline Margaret Eade	Amy Caroline - - Lilian Edith - - Elsie Margaret - -	28 June 1896 27 Jan. 1898 27 Feb. 1899	
James Inkster - - Trpr.	Ellen Inkster - -	James - -	6 Aug. 1889	
William Shortland - Pte.	Florence Emma Shortland.	William - -	4 May 1899	
Edward Clarke - - Pte.	Mary Louisa Clarke -	George Edward -	3 July 1899	
Herman Edward Austen - Corpl.	Fanny Austen - -	Rowena - - Mary - - Edward - - Ilva - -	21 July 1895 18 Feb. 1897 10 Apr. 1898 17 Nov. 1900	
William Clipstone - Pte.	Rose Clipstone -	George - -	2 Nov. 1898	
Richard Mason - - Pte.	Maria Mason.	—	—	
William Thomas Pegley - Staff-Sergt.	Sarah Elizabeth Pegley.	—	—	
James Grant - - Pte.	Mary Ann Grant -	Agnes - - William - - Christina - -	11 Aug. 1894 14 Aug. 1896 20 Dec. 1898	
William Broome - - Gunr.	Alice Broome - -	Alice Florence - - Frank William - -	14 Aug. 1898 28 Sept. 1899	
Arthur Ashford - - Pte.	Alice Ashford.	—	—	
Harry William Wilkes - Staff-Sergt.	Alice Wilkes - -	Reginald - - Emily - -	28 May 1893 7 Feb. 1898	
Neill Campbell - - Pte.	Mary Campbell -	Neill - -	30 June 1900	
Alfred John Ware - Sergt.	Lily Kathleen Ware -	Helen - - Francis Joseph - - Arthur Laurence - - William Edward - - Viola - -	27 Apr. 1885 21 Oct. 1886 28 Apr. 1888 17 June 1895 10 Dec. 1899	
Joseph Bailey - - Corpl.	Annie Bayley.	—	—	
Jesse Faulkner - - Pte.	Jane Faulkner - -	Sybella - - James - - Florence - -	23 Oct. 1894 25 Feb. 1898 28 June 1900	
William Edward - - Pte.	Agnes Gibson Edward -	William - - Agnes Louise - -	3 Jan. 1893 5 Aug. 1895	
James Allan - - Pte.	Martha Allan - -	Robert James - -	6 Sept. 1890	
Daniel Devereux - - Pte.	Mary Devereux - -	John - - Margaret - -	20 May 1888 24 Dec. 1890	
George Frederick Grove - Corpl.	Selina Jessie Grove -	Jessie Irene - - Doris - -	2 Sept. 1897 3 Mar. 1899	
John McHale - - Pte.	Elizabeth McHale -	William - - James - - Margaret - -	2 Feb. 1895 4 May 1896 21 June 1899	
George Eli White - Corpl.	Mary Jane White -	Sarah Jane - - George Edward - - Elizabeth - - Mary - -	1 Dec. 1887 23 Mar. 1889 18 Dec. 1892 21 Oct. 1897	
Samuel Travis - - Pte.	Isabella Travis - -	Sarah Ann - - James - -	17 July 1897 6 July 1898	
Frederick Edward Bloore - Armr-Sergt.	- - -	Beatrice May (orphan)	13 Nov. 1897	
Charles Matthew Cummings. Pte.	Olive Cummings.	—	—	
Edward Stephen Lukey - Pte.	Henrietta Maud Lukey	Henrietta - - Thomas James - -	10 Mar. 1898 19 July 1899	
Thomas Charter - - Pte.	Hannah Charter.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John Haddrell - - Pte.	Kate Haddrell - -	Henry - - - Albert - - - Gwendoline - - - Walter - - -	27 Feb. 1889 4 Jan. 1893 16 Mar. 1897 28 July 1900	
Frederick Denny - - Pte.	Eliza Denny - -	Alice Daisy - -	26 Jan. 1896	
James Burgess - - Pte.	Frances Alice Burgess.	—	—	
William Pryor - - Pte.	Emma Pryor - -	Ethel - - -	8 Mar. 1897	
Michael Coffey - - Pte.	Annie Coffey - -	Albert - - - Mary - - - Eva - - -	30 Oct. 1896 12 Oct. 1898 11 Oct. 1899	
Walter Hore - - Pte.	Edith Clara Hore -	Walter - - - William - - - Laura - - -	30 Apr. 1895 14 Aug. 1896 29 Aug. 1898	
Maurice Palmer Nevill - Sergt.	Amy Georgina Nevill.	—	—	
Walter Hawkins - - Pte.	Mary Hawkins - -	Mary Elizabeth - -	27 Jan. 1899	
John Frederick Dexter - Pte.	Caroline Dexter - -	William - - - Louise Caroline - - Edwin Henry - -	8 Mar. 1891 1 Aug. 1893 21 Apr. 1895	
William Spowage - - Pte.	Rebecca Spowage -	James Edward - -	29 Dec. 1896	
William Ridgard - - Pte.	Elizabeth Ridgard -	Joseph William - Emily - - -	23 Sept. 1896 8 Sept. 1897	
William John Thompson Pte.	Catherine Thompson.	—	—	
Edward Lilley - - Gunr.	Ellen Elizabeth Lilley.	—	—	
James William Beardwood Pte.	Margaret Jane Beard- wood.	Thomas - - - Elizabeth - - -	14 Apr. 1897 27 Apr. 1898	
Joseph Ryan - - - Pte.	Elizabeth Ryan.	Rose Hannah - -	30 Dec. 1899	
William Francis Bradley Pte.	Eliza Bradley.	—	—	
William Alfred Holden - Pte.	Ada Holden.	—	—	
Thomas Moss - - - Trpr.	Susan Eliza Moss -	Emily Lucy - - -	5 Nov. 1899	
Thomas Moore - - - Pte.	Elizabeth Moore - -	Winifred - - - Harriett - - - Tom Wallace - -	13 Aug. 1886 30 Nov. 1887 10 Mar. 1892	
George Anglely - - - Crpnr.	Mary Anglely - -	William George - -	29 Feb. 1896	
John Hall - - - Pte.	Mary Ann Hall.	—	—	
Charles Scott - - - Pte.	Emma Scott - -	Mary Theresa - -	24 Apr. 1889	
William Sutton - - - Sergt.-Mjr.	Mary Sutton - -	William - - -	13 Apr. 1895	
David Herbert Wilkinson Sergt.	Susan Rose Wilkinson	Mabel Martha - - William - - -	8 Mar. 1895 27 Aug. 1897	
Richard Broderick - - Pte.	Nellie Elizabeth Brode- rick.	Dora Matilda - - Arthur Richard - -	23 May 1892 17 Apr. 1895	
John McKay Ritchie - - Pte.	Jessie McAlister Ritchie	Agnes - - - William John - -	30 Sept. 1898 18 Apr. 1900	
William Stokes - - - Pte.	Jessie Stokes - -	Myra - - - Jessie May - - - James - - -	15 Apr. 1886 13 Aug. 1888 8 May 1890	
Harry Flavill - - - Corpl.	Mary Maud Flavill.	—	—	
James White - - - Col.-Sergt.	Flora White.	—	—	
William Ratchford - - Pte.	Ann Ratchford - -	William - - -	2 May 1899	
William Franklin Howell Pte.	- - -	Edith - - - Lewis - - - Bessie - - -	15 Nov. 1887 9 Jan. 1890 28 Dec. 1892	
Patrick Michael Connally Trpr.	Charlotte Evelyn Con- nally.	Helen Theresa - - Mary Winifred - - Edward Charles - - Kathleen Mary - -	10 Nov. 1891 13 June 1893 4 Dec. 1896 15 Nov. 1898	
James Downey - - - Pte.	Catherine Josephine Downey.	May Josephine - - Catherine - - -	21 Aug. 1898 11 Apr. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Walter Julier - - Pte.	Kate Julier - -	Timothy - - Mary Ellen - -	9 Jan. 1899 29 May 1900	
Patrick Murphy - - Pte.	Catherine Murphy.	—	—	
John Barnes - - Pte.	Nancy Barnes - -	Ruth - -	21 July 1898	
James Scott - - Pte.	Jane Sandilands Scott	Walter Scott - -	27 Jan. 1900	
James Thomson - - Driver	Jessie Thomson - -	Gilbert - -	30 Aug. 1891	
Matthew Longdon Redfern Pte.	Emily Redfern - -	Leonard - - Arthur - - Harold - - Matthew - -	26 Jan. 1892 29 May 1893 27 Nov. 1894 20 Mar. 1900	
Henry Brown - - Pte.	Hannah Brown - -	Emma - -	19 Dec. 1883	
Alfred Turner - - Pte.	Kate Turner - -	Florence Mary - -	24 May 1900	
William Henry Barton - Pte.	Elizabeth Barton - -	Kathleen Mary - -	26 Nov. 1889	
Thomas Thorne - - Pte.	Martha Thorne - -	William - - Charlotte - -	29 July 1886 9 Aug. 1893	
Charles Quinn - - Pte.	Mary Anne Quinn - -	Bridget - - Mary - - Michael - - Elizabeth - - John - -	22 Nov. 1887 26 May 1889 1 Sept. 1891 6 Aug. 1895 5 June 1899	
Charles Edward Pointer - Pte.	Annie Elizabeth Pointer.	—	—	
Donald Marsh McClure - Pte.	Florence Maud McClure.	—	—	
Frederick Charles Hoban Pte.	Sarah Alice Hoban - -	Elsie Margaret - -	3 Sept. 1899	
Frederick Henry Newman Sergt.	Alice Sophia Newman -	Winifred Alice - -	6 Feb. 1899	
Martin Rush - - Pte.	Mary Rush.	—	—	
Thomas William Russell - Driver	Annie Russell - -	Mary Eliza - - Thomas James - -	31 Jan. 1898 10 Sept. 1899	
Samuel Kingwell - - Trpr.	Emma Kingwell - -	Richard - -	30 May 1885	
Henry Edward Fetch - Pte.	Lily Fetch.	—	—	
Henry James - - Col.-Sergt.	Mary James.	—	—	
John Bellamy - - Gunr.	Emily Jane Bellamy.	—	—	
John Williams - Q.-M.-Sergt.	Eva Williams - -	John - - Eva Ann - -	14 Feb. 1888 7 Sept. 1890	
David Lindsay - - Pte.	Catherine Lindsay - -	David - -	21 Dec. 1899	
Joseph Rowe Powning - Pte.	Margaret Ann Powning	Seth - - Ethel - -	3 June 1890 6 July 1893	
Thomas Dean - - Pte.	Ellen Dean - -	Lily - -	1 Jan. 1889	
Joseph Jacobs - - Corpl.	Rose Jacobs.	—	—	
John Quigley - - Pte.	Mary Quigley - -	John - - Annie - - Martin - - Bridget - - Mary - - Agnes - -	10 June 1890 10 Oct. 1891 18 Sept. 1893 5 Aug. 1895 7 Jan. 1898 1 Mar. 1899	
Albert Warren - - Pte.	Lily Warren.	—	—	
Joseph Powell - - Pte.	Emma Powell - -	James Edgar - -	4 May 1896	
Joseph Goodaker - - Trpr.	Ellen Goodaker - -	Caroline - - John Thomas - -	21 Mar. 1885 2 Jan. 1889	
Charles Faulds - - Pte.	Jane Faulds - -	Elsie Rosino - -	1 Aug. 1899	
James Mooney - - Pte.	Mary Mooney.	—	—	
Harry Pink Goddard - Corpl.	Maude Mary Goddard.	—	—	
John Bradley - - Pte.	Caroline Bradley - -	John Thomas - -	28 Feb. 1900	
Denis O'Brien - - Pte.	Mary O'Brien.	Denis - -	12 Apr. 1898	
William Johns - - Pte.	Sarah Johns - -	William - -	2 Feb. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Albert Pagett - - Pte.	Mary Pagett - -	Mary Jane - - Christina - -	30 Nov. 1897 9 Dec. 1899	
William Brown - - Pte.	Mary Brown - -	William - -	28 Nov. 1898	
Albert White - - Pte.	Alice White - -	Arthur Alfred - Albert Velroy -	13 Nov. 1898 13 July 1900	
George Read - - Gunr.	Mary Read - -	Violet May - - Hilda Nellie - Richard George -	30 Nov. 1894 11 Feb. 1897 28 Apr. 1899	
George Chandler - - Driver	Jane Chandler - -	Emiline - - Alfred - -	1 June 1886 10 Dec. 1891	
Michael Fitzpatrick - Pte.	Ellen Fitzpatrick.	—	—	
Joseph Casson - - Pte.	- - - -	Margaret } (orphans) { Joseph	14 Nov. 1885 20 Feb. 1888	
Frank Hitchings - - Trpr.	Annie Louise Hitchings.	Edith Frances - Freda Louise -	26 Jan. 1895 5 Jan. 1898	
Brantou Bamford - - Sergt.	Edith Eliza Bamford -	Margerie - - Dorothy - - Mimi - - Mercia - -	28 Apr. 1890 7 Mar. 1893 11 Mar. 1895 14 Jan. 1897	
Sydney John Hale - - Pte.	Elizabeth Hale -	Sydney - - Aubrey Vincent -	17 Jan. 1897 22 Apr. 1898	
Frederick William Wills - Pte.	Kate Wills - -	Frederick - - Winifred - -	17 Feb. 1897 17 Sept. 1898	
Henry Joseph Podd - Pte.	Hannah Podd - -	Victoria - -	29 July 1899	
Frederick George Wheeler Pte.	Alice Wheeler - -	Arthur Roberts -	26 Mar. 1900	
John Garlick - - Pte.	Florence Garlick -	Dorothy - - Florence - -	18 Feb. 1897 16 Jan. 1899	
John Goodyear - - Pte.	Ada Goodyear - -	Harry - - John Arthur - -	15 Nov. 1897 23 Mar. 1899	
Ernest Edward Bateman - Gunr.	Hannah Amelia Bateman.	—	—	
John William Livermore - Sergt.	Sarah Louise Livermore	John William - Pretoria Louise -	16 Sept. 1898 17 May 1900	
William Fiddes - - Pte.	Hannah Fiddes.	—	—	
Richard Vivian Cory - Trpr.	Evelyn Maud Cory -	Doris Vivian - -	28 July 1894	
Thomas Rogers - - Trpr.	Hannah Alice Rogers -	Emily Louise - Florence Elsie - Edith Hannah - Harry - -	4 July 1889 17 Sept. 1892 6 June 1895 23 Apr. 1900	
William George Day Lee.-Corpl.	Emily Eliza Day -	Helen Barbara - George Ernest - Roland Herbert -	30 Mar. 1900 16 Oct. 1897 21 Aug. 1889	
Albert George Underwood Pte.	Ada Mary Underwood	Ada Jane - -	16 July 1898	
George Short - - Pte.	Alice Short - -	Louisa - - Harry Walter - -	3 June 1897 4 Oct. 1899	
John Brewis - - Lee.-Corpl.	Jessie Brewis - -	John Robert - -	14 May 1899	
John Tobin - - Pte.	Bridget Tobin - -	John - - William - - Isabella - -	22 Mar. 1895 17 Apr. 1899 15 July 1900	
James Foley - - Pte.	Annie Foley - -	John Matthew - -	3 Jan. 1898	
Francis Evans - - Sergt.	Rose Anna Evans -	Mary Emma - - Annie Margaret -	6 Oct. 1896 30 Sept. 1898	
Joseph Critchlow - - Pte.	Emily Critchlow -	John - - William - -	30 May 1895 5 July 1897	
Robert Dykes - - Trpr.	Emily Dykes.	—	—	
Adam Poole - - Sergt.	Mary Florence Poole.	—	—	
William Ford - - Pte.	Mary Edith Ford.	—	—	
John Dixon - - Pte.	Margaret Ann Dixon -	Margaret Alice - Emma Jane - -	30 Sept. 1898 11 Nov. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Leonard Kaberry - - Pte.	Emma Kaberry.	—	—	
John Cherry - - Sergt.	Emily Cherry -	Albert John - Thomas Edward -	14 Dec. 1894 29 Nov. 1897	
William Ward - - Pte.	Mary Jane Ward -	Jane - - John Thomas - - Richard - -	22 Feb. 1893 17 Sept. 1895 11 June 1897	
Robert Rowland - - Pte.	Mary Ann Rowland -	Robert - - Thomas - - William - - Mary Ann - -	8 July 1891 14 Mar. 1893 20 June 1895 21 Dec. 1899	
John Clubbe Dickie - Sergt.	Flora Dickie - -	John - - -	18 Apr. 1894	
George Bryant - - Pte.	Emily Louise Bryant -	Alice Beatrice -	15 June 1900	
Thomas Henry Stevens - Sergt.	Elizabeth Emily Ste- vens.	Ernest Alfred - -	26 July 1899	
John Mayo - - - Pte.	Elizabeth Mayo - -	Annie - - -	6 Mar. 1894	
Joseph Pilling - - Pte.	Alice Pilling - -	René - - -	2 May 1896	
Charles Henry Bloxham - Gunr.	Ruth Bloxham - -	Grace Ruth - -	13 May 1900	
William Henry Robinson Pte.	Martha Alice Robinson	Elizabeth - - Fred - - -	18 Nov. 1894 6 Sept. 1893	
Jame Meara - - - Gunr.	Winifred Meara - -	Edward Patrick - -	26 Apr. 1895	
James Langston - - Pte.	Amelia Langston -	Kate - - - Harry - - -	13 Jan. 1889 15 Sept. 1893	
Harry Robert Rossiter - Pte.	Susan Eliza Rossiter -	Harry Alfred - -	8 Sept. 1899	
John Brown - - - Pte.	Mary Brown - -	John - - - James - - -	3 Apr. 1898 28 Nov. 1899	
Henry Williams - - Pte.	Helen Williams.	—	—	
Frederick Chapman - Sergt.	Alice Chapman - -	Frederick - - Emma - - -	14 Sept. 1896 4 Dec. 1897	
John Henry Roome - - Pte.	Florence Annie Roome	Florence - - -	14 Aug. 1900	
Pryse Parry - - - Gunr.	Catherine Annie Parry.	—	—	
William Rogers - - - Pte.	Rosalie Rogers.	—	—	
John Hook - - - Corpl.	- - - -	Jessie - (orphan) Mary Emma " Edwin Conrad "	11 July 1889 24 May 1893 24 Mar. 1897	
John Albert Rawlings - Sergt.- Mjr.	Anna Maria Rawlings -	Alice Mand - - John Albert - -	28 Oct. 1894 6 Dec. 1898	
Charles Thomas Howe - Shoeing Smith.	Ellen Howe - -	Charles Henry -	25 Nov. 1899	
Francis Whatmore - - Pte.	Jane Whatmore - -	Doris Kathleen -	22 Aug. 1899	
William Henry Milloy - Pte.	Emily Mary Milloy -	Emily Eliza - - William - - -	26 June 1898 18 July 1900	
Albert John Rogers - Corpl.	Ellen Sarah Rogers -	Edith Mary - -	2 July 1900	
William Reilly - - - Pte.	Fanny Reilly - -	Lilian - - -	12 Feb. 1900	
William Edward Taylor - Corpl.	Alice Elizabeth Taylor	William George -	23 Jan. 1900	
James McFarlane - - Pte.	Jessie McFarlane -	Annie - - - James - - -	8 July 1898 20 May 1900	
William McDonald Suther- land.	Bridget Sutherland -	James - - -	15 Apr. 1899	
Charles Haines - - - Pte.	Rachel Louisa Haines -	Charles William Richard Henry -	23 Sept. 1897 5 Oct. 1899	
Charles Albert Pepin - Sergt.	Ruth Pepin.	—	—	
Walter Topham - - - Pte.	Honoria Topham -	Honoria - - -	2 Oct. 1897	
Charles Murphy - - - Pte.	Annie Murphy -	George - - -	7 Feb. 1893	
Duncan Campbell - - - Pte.	Maggie Campbell	John - - -	22 Nov. 1888	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Templeman - Pte.	Alice Templeman -	Frank Percy - Alice Irene - Edith Nelly -	19 Dec. 1898 21 Feb. 1896 18 Jan. 1898	
Silas Thomas Mills - Pte.	Agnes Mills -	Emma -	9 Mar. 1900	
Charles Ashcroft - Pte.	Mary Ashcroft -	Charles -	23 May 1900	
Nedley Charles Scourse - Col.-Sergt.	Mary Anne Scourse -	Hedley Charles - James Valentine - Violet Mabel - Arthur - Lilian Elizabeth - Cyril David - Rose Quendoline - Dorothy Vera -	19 Oct. 1888 6 Aug. 1890 24 Jan. 1892 21 Mar. 1893 26 Nov. 1894 13 Sept. 1896 26 July 1898 21 June 1900	
John Turnbull - Pte.	Hannah Turnbull -	Patrick - Hannah - Mary - Elizabeth -	17 Mar. 1892 31 Mar. 1896 3 May 1898 21 Aug. 1900	
Harry Blakeley - Bandmaster	-	Edward (orphan)	29 Oct. 1893	
Richard James Fitzgerald Corpl.	Harriet Annie Fitzgerald.	—	—	
Arthur William Baker - Pte.	Fanny Baker -	Hilda Edith -	19 Mar. 1900	
Henry James Hasler - Pte.	Annie Blanche Hasler	Thomas Fred - William Henry -	30 Jan. 1899 17 Nov. 1900	
Jonathan Bromwich - Pte.	Annie Bromwich -	Dorothy Ann - Enos Jonathan - John Herbert -	31 Dec. 1894 24 Mar. 1896 7 Feb. 1900	
Robert Plummer - Gunr.	Jane Plummer.	—	—	
Richard Taylor - Gunr.	Mary Taylor -	Mary Ellen - Frederick -	30 Mar. 1895 30 Oct. 1896	
Frank Bowman - Gunr.	Amelia Ann Bowman.	—	—	
Herbert Gardner - Pte.	Emily Gardner.	—	—	
John William Brindley - Pte.	Annie Mary Brindley -	George Edward - Arthur -	20 Dec. 1894 16 Aug. 1898	
Joseph Dillingham - Pte.	Ellen Dillingham.	—	—	
William Miller - Pte.	Jane Miller -	David -	4 Jan. 1893	
James Henry Porter - Staff-Sergt.	Mary Harriet Porter -	William Henry -	3 Sept. 1893	
Robert Henry Bolderston Trpr.	Ann Bolderston.	—	—	
Charles Moore - Pte.	Hannah Moore.	—	—	
Thomas Austin - Pte.	Annie Maria Austin.	—	—	
Ralph Harwood - Pte.	Elizabeth Harwood -	Stanwix - Elizabeth - Jane - Isabella - Mary -	22 Dec. 1878 15 Mar. 1884 4 Nov. 1891 24 Feb. 1895 4 Nov. 1897	
Henry Gibbon - Gunr.	Sarah Harriet Gibbon -	Henry Clifford -	22 Dec. 1899	
James Thew - Pte.	Elizabeth Thew.	—	—	
Thomas Robinson - Sergt.	Eliza Ellen Robinson -	Mary Ellen - George Thomas -	21 Dec. 1898 1 Jan. 1900	
George Bridge - Pte.	Annie Bridge -	Elizabeth Ann - William George -	28 Oct. 1898 31 Aug. 1900	
Charles Edward Spinner - Lee.-Corpl.	Jane Elizabeth Spinner.	—	—	
Edward John Neville - Pte.	Eleanor Neville -	Edward Charles -	21 July 1899	
John Thomas Frowell - Pte.	Emily Ellen Frowell -	Albert Edward - Gertrude May - Emily Ellen -	28 June 1894 11 Jan. 1896 15 Apr. 1899	
Frederick Swann - Col.-Sergt.	Maria Elizabeth Swann	Frederick - Marguerite -	29 Dec. 1890 18 Mar. 1895	
Thomas Barker - Staff-Sergt.	Esther Barker -	Ada Ellen -	7 Oct. 1894	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James McMamus - - Pte.	Mary McMamus -	William - - - Mary Jane - - - John Christopher - - - James Joseph - - -	9 July 1892 23 Mar. 1894 4 Jan. 1896 1 July 1900	
Alfred Brown - - Pte.	Matilda Brown -	Gertrude - - - George Alfred - - - Matilda - - -	29 July 1896 5 Nov. 1898 16 Jan. 1900	
Charles Willis - - Pte.	Eliza Willis - -	Alice - - - Winifred - - -	14 Apr. 1895 16 June 1899	
Charles James Keen - Pte.	Anna Keen - -	Charles James - - - Edith Ellen - - -	30 June 1896 9 Feb. 1898	
Robert Wilson - - Pte.	Rosamond Wilson -	Minnie - - -	13 Oct. 1899	
Levi Murden - - Pte.	Elizabeth Murden -	Levi - - - Mary - - -	1 Jan. 1895 19 July 1896	
Robert Charles Jones - Driver	Ada Jones - - -	Robert Harry - - -	3 Dec. 1900	
Frederick William Sheppard Pte.	Ethel Alice Sheppard -	Ethel Adelaide - - -	1 Apr. 1898	
William Edward Smart - Trpr.	Kate Smart - - -	Clara - - - Otto - - -	21 Oct. 1886 1 Oct. 1888	
John Leigh - - Pte.	Martha Leigh - -	Lily Elizabeth - - - Mary Katherine - - -	12 June 1898 9 Jan. 1900	
Henry Court - - Pte.	Mary Jane Court -	Sarah Ellen - - - Catherine - - -	12 Mar. 1899 27 Apr. 1900	
Daniel O'Ryan - - Pte.	Mary Ann O'Ryan -	John - - - Mary Ann - - -	8 Feb. 1895 24 Feb. 1897	
Albert Victor Coombe Lee- Browning. Corpl.	Amelia Louise Browning	—	—	
George Batten - - Pte.	Mary Anne Batten -	Elsie - - - William George - - -	24 June 1898 24 Feb. 1900	
Andrew George Thomas - Pte.	Elizabeth Ann Thomas	Andrew George - - -	6 July 1900	
George Houghton Webster Pte.	Rhoda Webster -	Violet Daisy - - - Will John - - - George - - -	1 Mar. 1886 17 Feb. 1893 23 June 1896	
George William Scrase Staff-Sergt.	Charlotte Emily Scrase	Arthur Laurence - - - Isabel Mary - - - William James - - - Charlotte - - - Maud Alice - - - Edith Helena - - -	8 July 1886 30 Dec. 1887 22 Mar. 1889 12 Aug. 1890 26 Aug. 1894 13 Oct. 1898	
Thomas Edward Wray - Pte.	Sarah Elizabeth Wray -	Thomas - - - Charles Edward - - -	19 Apr. 1894 5 Dec. 1897	
Alfred Martin - - Pte.	Mary Ann Martin -	Ada - - - Alfred John - - - Thomas James - - -	9 July 1890 13 Aug. 1892 26 Jan. 1899	
Samuel Ward - - Pte.	Elizabeth Rachel Ward.	—	—	
Peter Mack - - Pte.	Julia Mack - - -	Mary - - -	20 May 1900	
Robert Baptie - - Pte.	- - -	Isabella (orphan) - - -	24 July 1892	
Christopher Turner - Corpl.	- - -	John Christopher (orphan).	16 Feb. 1893	
Frederick James Sherron Pte.	Jane Sherron -	Charles - - - Louisa - - -	24 Dec. 1897 30 June 1899	
George William Mayes - Corpl.	Florence Mayes -	George Arthur - - -	1 Nov. 1900	
George Clark - - Pte.	Elizabeth Clark -	Harriet Jane - - - John Charles - - -	22 Dec. 1898 5 Nov. 1900	
Henry Baigent - - Pte.	Agnes Ann Baigent -	Alexandra - - - Louise Agnes - - - Melitia Violet - - - Alfred Herbert - - - Victor - - -	2 Sept. 1890 19 Sept. 1892 9 Nov. 1894 8 May 1897 25 Sept. 1899	
Henry William Scammell Pte.	Mary Jane Scammell -	Beatrice Mary - - -	16 July 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Frederick Callagan Hill - Pte.	Martha Maria Hill -	Florence May - - Mary Ellen - - Frederick - -	23 Oct. 1896 3 Oct. 1898 25 Jan. 1901	
Samuel Venables - Pte.	Lois Ellen Venables -	Percy Samuel -	24 Sept. 1899	
Frederick Wardle - Pte.	Harriet Wardle -	Frederick - - Harriet - - George - -	2 Dec. 1894 4 Feb. 1897 8 May 1898	
George Trafford - Pte.	Sarah Trafford -	Henry - - George - - Sarah Patricia -	29 July 1897 21 Oct. 1898 17 Mar. 1900	
Joseph Gough - - Pte.	Jane Gough - -	Maggie - - Katie - - Marjorie - - Lizzie - - Ellen - -	25 Feb. 1888 7 Jan. 1892 27 May 1894 22 Oct. 1897 5 July 1900	
Roderick Brimmer - Col.-Sergt.	Jessie Brimmer.	—	—	
Albert Bartholomew - Pte.	Alice Maria Bartholomew.	Alice Elizabeth - Harry Victor - Lilian Rose -	17 June 1894 11 May 1896 4 Sept. 1898	
Alexander Pattison - Gunr.	Jeannie Pattison.	—	—	
George Syder - - Pte.	Margaret Syder -	George - - Ethel - - Margaret - -	4 Mar. 1896 2 July 1897 2 Mar. 1900	
John Paterson - - Pte.	Margaret Paterson -	John McNee - -	1 Apr. 1900	
Harry Brindle - - Pte.	Ellen Brindle - -	Eleanor May - -	10 May 1898	
Joseph Blay - - Driver	Matilda Agnes Blay.	—	—	
Alexander Fleming - Pte.	Isabella Fleming.	—	—	
George Wren - - Pte.	Mary Wren.	—	—	
John Andrews - - Pte.	Edith Andrews -	Hugh John - - Joseph Charles - Edith Amelia -	14 July 1897 9 Sept. 1898 5 July 1900	
Samuel Robert Grocott - Sergt.	Matilda Grocott -	Eliza - - Aun - - John - - Emma - - Mary Ann - -	9 July 1888 31 Mar. 1892 25 Feb. 1895 9 Dec. 1897 26 Nov. 1899	
Michael Epper - - Pte.	Ann Epper - -	Charles -	15 June 1899	
William Stone - - Pte.	Annie Maria Stone -	William Charles - Rose Annie -	22 Aug. 1898 29 Oct. 1899	
Thomas Davies - - Pte.	Clara Davies - -	Thomas William -	4 Nov. 1897	
William John Champion - Driver	Rachel Champion -	Hilda - - William Charles - Henry James -	1 Oct. 1892 6 Apr. 1896 12 Sept. 1899	
Albert Yandle - - Trpr.	Jane Elizabeth Yandle-	Hilda Mary - - Lucy Eva - -	11 May 1898 4 May 1900	
Ernest Dutton - - Gunr.	Sarah Annie Dutton -	Herbert Henry - Dorothy Gladys -	13 May 1898 1 Sept. 1899	
William John Essery - Pte.	Hannah Essery -	Eliza - - William - -	5 Dec. 1894 30 Apr. 1900	
James Bowler - - Pte.	Elizabeth Ann Bowler.	—	—	
Thomas Francis - Pte.	Ellen Francis - -	Leonard - - Douglas - -	18 June 1898 8 Jan. 1900	
John Eagling - - Pte.	Lizzie Eagling -	John Thomas -	4 May 1899	
Johnson Robert Blott - Pte.	Alice Maria Blott -	John Tomlin - -	30 May 1897	
James John Halls - Pte.	Elizabeth Halls -	Arthur - - James - - Winifred - - Ernest - - Ethel - -	4 Jan. 1890 29 Aug. 1895 23 Sept. 1896 30 Nov. 1897 9 June 1900	
Charles Parsons - Pte.	Mary Ann Parsons -	Edith Maria - -	8 Apr. 1900	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Daniel Sullivan - - Pte.	Margaret Sullivan -	William - - - Jeremiah - - -	15 Dec. 1889 22 Feb. 1893	
Arthur Thomas Gilbey - Pte.	Charlotte Gilbey -	Ellen Florence - Arthur Thomas -	19 June 1898 9 July 1900	
William Lamb - - Pte.	Ellen Lamb - -	William - - - Thomas - - - Helen - - - Catherine - - - John - - -	18 May 1891 6 July 1893 12 Aug. 1895 28 Jan. 1898 8 Jan. 1900	
John Tylew - - Pte.	Mary Tylew - -	Eva - - - James Edward - Cyril John - -	23 Sept. 1896 14 May 1898 12 Apr. 1900	
Henry James Bailey - Pte.	Mary Elizabeth Bailey.	—	—	
Alfred Lipscombe - Pte.	Mary Lipscombe.	—	—	
Edgar Peter Mallandine - Pte.	Clara Henrietta Mallandine.	Rosino Marion -	13 Feb. 1897	
John Coulson - Pte.	Catherine Coulson -	Emma Louise - May Ada - -	13 July 1893 29 Jan. 1896	
Jesse John Surman - Pte.	Rosa Elizabeth Surman	Rosa Emily - -	4 Nov. 1899	
Frederick James Baker - Pte.	Mary Ann Baker.	—	—	
Martin Donovan - - Pte.	Mary Donovan.	—	—	
William Locke - - Pte.	Ellen Locke - -	William Thomas -	7 Jan. 1899	
Walter Andrews - Pte.	Ellen Maud Andrews -	Walter Reginald -	3 Feb. 1900	
Charles Randell - Col.-Sergt.	Emily Randell -	Mabel Frances - Charles Duke - Joseph Henry - Albert Arthur -	15 Nov. 1894 22 Jan. 1896 8 Feb. 1898 6 Mar. 1900	
James Farrell - - Pte.	Mary Farrell - -	Kathleen - - Margaret - -	15 Feb. 1897 8 Aug. 1900	
Edward Roads - - Driver	Jane Roads - -	Fanny Jane - - Emily Eleanor -	27 Aug. 1898 5 Aug. 1894	
John Barrett - Shoeing Smith	Christina Barrett -	Sarah Louise - Alec George -	23 Oct. 1890 10 Mar. 1898	
Edgar John Winfield - Sergt.	Rosa Winfield -	Evelyn May - -	30 Nov. 1899	
Arthur Rodwell Cracknell Driver	Kate Cracknell -	Margaret - - Grace Myrtle - Sydney Arthur -	20 Jan. 1896 24 Sept. 1898 10 Nov. 1899	
Edwin James Martin - Sapper	Eleanor Martin -	Agnes Annie - Edith Cecilia - Ada May - - Ernest Arthur -	15 Nov. 1889 8 Oct. 1893 26 May 1896 24 Feb. 1899	
Herbert Dykes - - Sergt.	Mary Ann Dykes -	Herbert - - May - -	21 Oct. 1887 10 Jan. 1892	
Albert Bulley - - Pte.	Blanche Bulley -	Ethel Sarah - -	19 Mar. 1900	
Frederick William Dytch Pte.	Elizabeth Dytch.	—	—	
James Farmiloe - - Pte.	Leonora Rose Farmiloe	Hester Rose - -	24 Dec. 1894	
William Burgess - Driver	Catherine Burgess -	William - -	24 Aug. 1899	
Harry Warwick - Driver	Maud Emma Warwick	Harry Frederick -	27 July 1899	
Thomas Pickin - - Corpl.	Helen Hannah Pickin -	Percival Thomas -	31 May 1898	
William Harrison - Pte.	Mary Jane Harrison -	Esther Jane - -	16 July 1900	
George Lewis - Staff-Sergt.	Alice Lewis - -	Elizabeth - - George Herbert - Reginald Joseph -	16 Jan. 1893 7 June 1894 5 Mar. 1897	
John Dumbill - - Pte.	Margaret Dumbill -	John Henry - -	21 July 1899	
Charles Slingo - - Driver	- - -	Minnie } (orphans) - Mary }	21 Sept. 1892 11 Dec. 1894	
Robert Plummer - - Gunr.	Jane Plummer.	—	—	
James Hember - - Sergt.	Bridget Hember.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Evans - - Pte.	Sarah Evans.	—	—	
William Henry Miller - Corpl.	Charlotte Matilda Miller	William Albert - -	5 Feb. 1899	
Frederick Rumford - Pte.	Harriet Rumford.	—	—	
John Arthur Charles Grant Corpl.	Mary Maria Grant -	John Arthur - -	8 Sept. 1900	
John Baird - - Pte.	Letitia Baird - -	Letitia - - -	30 June 1898	
George McCulloch - - Pte.	Mary Ann McCulloch.	—	—	
Thomas Carter - - Pte.	Margaret Carter - -	Mary - - - Thomas - - - William - - -	7 Sept. 1894 6 Oct. 1896 13 Dec. 1899	
James McDermott - - Pte.	Catherine McDermott -	Edith Mary - -	11 Sept. 1900	
Harry Banks - - Gunr.	Susan Banks.	—	—	
Charles Henry Lacy - Pte.	Martha Lacy - -	Christopher - - Ada Mary - -	6 Jan. 1898 26 Oct. 1899	
H. Hague - - Pte.	Jane Hague.	—	—	
John Thomas Leighton - Pte.	Mary Leighton -	James Michael - - Benjamin - - - Elizabeth - - -	13 May 1894 7 May 1896 13 Jan. 1900	
Harry Sagar - - Pte.	Sarah Sagar - -	Florence - - - Margaret - - - Dorothy - - -	16 May 1890 12 Apr. 1892 21 Mar. 1896	
Henry Main - - Pte.	Margaret Ann Main -	Isabella - - -	25 Sept. 1897	
George Sellen - - Pte.	Agnes Sellen - -	Hubert George -	12 Sept. 1896	
George Thornton - Pte.	Annie Thornton.	—	—	
Thomas Savage - - Pte.	Alice Savage.	—	—	
Charles Butcher - - Pte.	Sarah Butcher.	—	—	
Richard Steward - - Gunr.	Kate Steward.	Richard - - -	17 Sept. 1894	
John Harwood - - Condr.	Margaret Harwood -	Hannah - - - Sarah - - -	21 Dec. 1890 8 Jan. 1900	
John Andrews - - Pte.	Martha Jane Andrews.	—	—	
Reuben Gwillian - Bombr.	Frances Rosa Gwillian -	Herbert Reuben -	24 Oct. 1898	
Richard Maidman - - Corpl.	Emily Marie Maidman	Emily Florence - Rose Ethel - -	18 Feb. 1897 16 June 1898	
Alfred Tooke - - Pte.	Rosina Tooke.	—	—	
James Matthews - - Pte.	Catherine Matthews.	—	—	
George Sanders - - Pte.	Betsy Ann Sanders.	—	—	
Edward George Digby - Pte.	Mary Elizabeth Digby -	Edward Victor - -	8 Apr. 1899	
Harry Knowles - - Pte.	Emma Knowles -	Winifred Mary -	16 May 1900	
James McHardy - - Pte.	Davina McHardy -	Alexander - - -	27 Sept. 1898	
Frederick I'Anson - Pte.	Ada I'Anson - -	Frederick - - -	6 Sept. 1896	
James Drysdale - - Pte.	Marion Drysdale -	James - - -	21 Jan. 1900	
William Saunders Wool- land.	Annie Woolland -	William - - - Edith Alice - - Harry - - - James - - -	26 July 1892 10 Apr. 1894 18 Sept. 1896 7 Aug. 1898	
Charles Prior - - Pte.	Jessie Prior , -	Charles - - -	21 Sept. 1897	
Alfred John Reed - Pte.	Lily Reed.	—	—	
John Clarke - - Bombr.	Hannah Clarke.	—	—	
James Gorringe - - Trpr.	Alice Maria Gorringe -	Alfred Edward - Alice - - -	18 Sept. 1894 8 July 1899	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James Patterson - Pte.	Patience Patterson -	Kate - - - Annie - - - Robert - - - George - - - Richard - - -	15 Dec. 1887 26 Feb. 1890 19 Sept. 1893 2 Nov. 1894 25 Jan. 1897	
John McMillan - Pte.	Mary McMillan -	Helen - - - John - - -	8 Nov. 1888 10 July 1894	
George Smith - Pte.	Mary Jane Smith -	Catherine - - -	27 June 1900	
William George Shears - Sergt.	Mabel Margaret Shears.	—	—	
Albert Edward Harris - Pte.	Lucy Harris -	William - - - Albert Edward - - -	23 Oct. 1897 18 May 1900	
James Allen - Pte.	Elizabeth Allen -	William Charles -	21 Dec. 1897	
Arthur George Clapham - Pte.	Sarah Jane Clapham -	Arthur George - -	24 Aug. 1900	
George Garrod - Pte.	Kate Garrod -	George Alfred - - John Arthur - - - Kate Alice - - -	26 Apr. 1897 31 Oct. 1898 9 Feb. 1900	
William Thomas Knight - Sergt.	Kate Knight -	Winifred Pretoria -	8 Mar. 1900	
Henry Senior - Pte.	Annie Senior -	William George - - Ida Annie - - - Henry Herbert - -	23 Aug. 1895 14 Apr. 1898 15 July 1899	
Albert Abel Ferris - Corpl.	Alice Mary Ferris.	—	—	
James Bax - Pte.	Rose Bax.	—	—	
Joseph Robert Vince - Pte.	Mary Ann Vince -	Honora - - - Ellen Catherine - -	27 Nov. 1897 13 Apr. 1899	
William Penn - Pte.	Annie Elizabeth Penn -	Horace William -	8 May 1900	
Walter Alderson - Pte.	Phoebe Alderson -	Sarah Walker - -	1 Dec. 1899	
Charles Edmund Plowden - Pte.	May Sophia Plowden.	—	—	
Edward Ward - Driver	Elizabeth Ward -	Edward - - - Louisa Florence - - Henry John - - - William Robert - -	12 Nov. 1893 8 Aug. 1896 26 Mar. 1899 8 Nov. 1900	
Henry Jaques - Pte.	Helen Jaques.	—	—	
James Henry Shaw - Condr.	Elizabeth Mary Shaw.	—	—	
William Henry Farrell - Pte.	Rebecca Hood Farrell -	John Thomas - -	11 Jan. 1900	
George Edward Cowland - Pte.	Elizabeth Ruth Cowland.	—	—	
Daniel Willis Taylor - Driver	Sarah Taylor.	—	—	
Samuel John Davies - Pte.	Charlotte Davies -	David John - - - Maggie Elizabeth - - George - - -	16 Jan. 1894 1 May 1895 28 Mar. 1898	
Henry James Bailey - Pte.	Mary Elizabeth Bailey.	—	—	
Hugh Quinn - Pte.	Margaret Quinn -	Mary - - - John - - - Hugh - - - James - - - Susan - - -	27 Dec. 1890 24 Sept. 1892 2 Aug. 1894 12 Nov. 1896 13 Sept. 1899	
Arthur Fricker - Pte.	Mary Fricker -	Frederick - - -	14 July 1898	
Walter David Louch - Corpl.	Alice Maria Louch -	Leonard Walter -	18 Nov. 1899	
Thomas Henry Kingswood - Sergt.	Rose Kingswood -	Emma Annie - - -	26 Feb. 1900	
J. Loan - Pte.	Dorothy Loan.	—	—	
Harold Arthur Houghton - Pte.	Hannah Elizabeth Houghton.	—	—	
James Alfred Martin - Lce.-Sergt.	Ethel Margaret Martin	Percy James - - - Ernest Leslie - - -	25 Mar. 1897 25 June 1899	
Herbert Johnson - Pte.	Emma Johnson -	Herbert - - -	1 Jan. 1900	
Walter Ransom - Sapper	Charlotte Ransom -	Mildred - - -	16 Oct. 1897	
Thomas Brock - Gunr.	Rose Ann Brock. .	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James Leary - - Pte.	Bridget Leary - -	Mary Margaret -	9 Aug. 1900	
James Land - - Pte.	Juha Milne Land -	James Gray - - Andrew - -	10 Nov. 1897 13 Apr. 1900	
John MacGuger - - Pte.	Mary MacGuger -	Michael Joseph - -	8 July 1899	
George Moss - - Pte.	Eliza Moss.	—	—	
Ernest Middleton - - Pte.	Mary Ann Middleton -	Alice Emily - -	11 May 1897	
George John Marsh - Sergt.	Catherine Elizabeth Marsh.	Olive - - - Ada - - -	29 Apr. 1896 23 Aug. 1893	
John Gerrard Ogg - - Pte.	Jane Anderson Ogg.	—	—	
James Kelly - - Pte.	Mary Kelly.	—	—	
Benjamin Short - - Driver	Annie Short - -	Margaret - - -	14 Sept. 1899	
George Mabbutt - - Pte.	Ada Mabbutt.	—	—	
Ernest Harrison - - Pte.	Sarah Jane Harrison -	Elsie May - - Agnes - - - Walter James - - Doris - - -	3 Feb. 1896 13 Aug. 1897 19 Apr. 1899 3 June 1900	
Henry Bagnall - - Pte.	Bessie Bagnall - -	Nellie - - - Annie Elizabeth - - Agnes Amelia - -	22 Nov. 1893 13 Mar. 1898 6 July 1900	
William Henry Schroder Pte.	Edith Schroder - -	Ethel Amy - -	14 Sept. 1892	
Donald Douglas - - Pte.	Mary Douglas - -	—	—	
Albert Groom - - Pte.	Minnie Groom - -	Olive - - -	30 Nov. 1899	
Joseph William Fisher - Engine Driver.	Jane Fisher - -	William - - - George - - - Mary Jane - - - Annie - - - Joseph - - -	22 Aug. 1890 24 Dec. 1893 22 Mar. 1896 26 Apr. 1898 20 July 1900	
William Whitby Messenger Bearer	Emma Messenger -	William Albert - - Gertrude Ethel - -	19 May 1887 24 Oct. 1891	
Harry Roberts - - Driver	Louisa Roberts.	—	—	
George Bithell - - Driver	Elizabeth Fanny Bithell	George William - -	6 Feb. 1899	
Arthur Dykes - - Gunr.	M. A. Dykes.	—	—	
James Shaw - - Driver	Lucy Shaw - -	Clara - - -	2 Jan. 1889	
Frederick John Wood - Sergt.	Annie Wood - -	Frederick - - - William - - -	30 Sept. 1892 21 Jan. 1897	
James Duffy - - Pte.	Maggie Duffy - -	Michael - - -	16 June 1892	
Joseph Marney - - Pte.	Agnes Marney - -	Agnes Mary - - Percival Joseph - -	11 Mar. 1897 29 July 1899	
George Henry Bailey - Pte.	Elizabeth Bailey.	—	—	
William Cotter - - Pte.	Minnie Cotter.	—	—	
Charles Osborne - - Driver.	Agnes Adelaide -	Annie Eva - - Alfred William - - Agnes Audrey - -	8 Mar. 1896 18 Jan. 1898 30 Nov. 1900	
James Horn - - Pte.	Jane Horn - -	Martha - - - Lily - - - Doris - - - Florence - - -	17 Dec. 1892 28 Mar. 1895 24 Feb. 1897 24 Dec. 1900	
Alfred Selth - - Sergt.	- - -	Helena Maud (orphan)	27 Feb. 1890	
Henry Slaney - - Pte.	Margaret Emily Slaney.	—	—	
Tom Jenkins - - Pte.	Charlotte Jenkins -	Mabel - - -	3 Mar. 1895	
William Johnson - Lce.-Corpl.	Mary Louise Johnson -	Violet Elizabeth - - Dorothy Mary - -	3 June 1899 25 July 1900	
John Regan - - Pte.	Ellen Regan - -	Margaret Isabel - - Mary - - - Ellen - - -	25 Feb. 1889 11 Mar. 1894 26 Oct. 1896	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
James Retallack - Sergt.-Farrier	Agnes Mary Retallack.	—	—	
Henry Laxen - - Corpl.	Edith Mary Laxen.	—	—	
William Joseph Fountain	Josephine Fountain.	—	—	
Charles Oakley - Col.-Sergt. - Corpl.	Margaret Ann Oakley -	Henry Percival Gladys May - -	6 Feb. 1899 8 May 1900	
Edward Gowing Johnson	Emma Johnson.	—	—	
George Brain - Lce.-Corpl. - Pte.	Fanny Henrietta Brain	Frederick - -	11 June 1898	
Francis William Irwin - Pte.	Annie Maria Irwin -	Ethel Maude - Charles William -	2 Feb. 1898 22 July 1899	
William Foster - - Pte.	Janet Foster.	—	—	
Harold Marchant - Corpl.	Annie Louise Marchant	Harold John - -	5 June 1900	
Patrick Glen - - Pte.	Mary Glen - -	Mary Helen - - Patrick - - William - -	5 Nov. 1892 30 July 1894 30 July 1898	
John Goldsmith - - Pte.	Sarah Goldsmith -	Alice - - Kate - -	8 Jan. 1898 21 June 1900	
Thomas Redhead - - Pte.	Margaret Redhead -	Eliza Bethel - -	12 Feb. 1899	
Harry Hicks - - Pte.	Ellen Hicks - -	Richard - - Ernest Arthur - Albert Edward - Elizabeth Ellen - Rose Alice - -	23 Nov. 1891 16 Feb. 1893 1 Mar. 1894 9 Feb. 1896 30 Mar. 1898	
James Jones - - Sergt.	Hannah Jones - -	Mary - -	7 July 1899	
Thomas Whithead - Pte.	Hannah Whithead.	—	—	
Arthur Tuffield - - Pte.	Nellie Ellen Tuffield.	—	—	
Robert Purvis - - Pte.	Annie Purvis.	—	—	
Peter Mira Hastings - Sergt.	Agnes Lauriston Hastings.	—	—	
George Adams - - Sergt.	Eliza Adams - -	Eliza Ellen - - Alfred Henry - -	24 June 1898 17 July 1900	
William Smith - - Gunr.	Ada Smith.	—	—	
Charles Neale - - Corpl.	Harriet Neale - -	Eleanor - - Nellie Doris - -	12 Aug. 1898 6 Dec. 1899	
George Smith - - Pte.	Mary Jane Smith -	Ada - -	12 Feb. 1900	
John Frost - - Pte.	Harriet Frost - -	Ernest Eveleigh - Reginald John - -	6 Feb. 1897 28 Sept. 1900	
George Upton - - Pte.	Susannah Marion Upton	Cyril George - -	27 Mar. 1894	
George Dowie - Lce.-Corpl.	Bridget Dowie -	Beatrice - - Michael - -	4 Apr. 1896 19 July 1900	
Arthur Gladstone Horne - Corpl.	Elizabeth Horne.	—	—	
John Lewis - - Pte.	Annie Lewis - -	Annie May - - Dorothy Mary - -	7 May 1894 5 June 1899	
Henry Sparrow - - Pte.	Catherine Sparrow.	—	—	
Daniel Maher - - Pte.	Rose Ann Maher.	—	—	
Joseph Rowland Blair - Corpl.	Sophia Blair - -	Joseph Rowland -	10 June 1895	
James Henry Winkle - Corpl.	Gwendoline Winkle -	Henry Edward -	20 Feb. 1899	
Charles Canvess - - Pte.	Annie Canvess -	—	—	
Thomas Marshall - - Corpl.	Emily Marshall - -	Violet Annie - -	25 Feb. 1900	
Lewis Corps - - Pte.	Lizzie Corps.	—	—	
W. Loughlan - - Sergt.	Marion Brown Loughlan.	—	—	
William Heapley - Pte.	Minnie Heapley.	—	—	
John Barry - - Pte.	Catherine Barry.	—	—	
Joseph Dickinson - Bombr.	— Dickinson.	—	—	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Henry Ashford - - Pte.	Nellie Ashford -	Violet Elizabeth -	9 June 1900	
John Henry Rowbotham Lce.-Corpl.	Julia Ann Rowbotham	Samuel - - - Arthur - - - Beatrice - - -	30 June 1893 9 Nov. 1895 29 Mar. 1900	
Henry Pratt - - Pte.	Ada Pratt.	—	—	
George Chevers - - Pte.	Ellen Chevers - -	Mary - - -	9 May 1900	
William McIntosh - Pte.	Annie McIntosh -	(1 child) - -	—	
Nicholas McGivney - Pte.	Annie McGivney -	Nicholas - - - Mary - - - William - - -	9 July 1897 Feb. 1899 July 1900	
Charles Currie - - Pte.	Minnie Currie - -	Mary - - - Minnie - - - John - - -	24 Apr. 1896 20 Sept. 1897 5 Aug. 1899	
John Tomkins - - Pte.	Elizabeth Lily Tomkins	Elsie Kathleen - - Helen Margaret -	28 Jan. 1895 27 Nov. 1897	
Peter Geigan - - - Pte.	Ayres Geigan.	—	—	
Alfred Clayton - - Gunr.	Alice Clayton - -	Alfred Victor - - Alice Beatrice -	6 Dec. 1892 12 July 1897	
Thomas Clarke - - Pte.	Mary Gordon Clarke -	Elizabeth - - -	5 Nov. 1897	
Frank William Barter - Pte.	Amelia Barter - -	Horace Frank - -	3 Dec. 1899	
Joseph Maddock - - Pte.	Sarah Maddock - -	Joseph Walter -	14 June 1897	
Dennis Jones - - - Pte.	Louisa Jones - -	James - - - Dennis - - -	10 Feb. 1898 22 Aug. 1900	
Henry J. Davis - Q.-M.-Sergt.	Elsie Davis - - -	(2 children).	—	
Herbert E. Baker - - Pte.	Florence Baker - -	Herbert Thomas -	19 May 1900	
Ernest George Mott - Pte.	Bessie Mott.	—	—	
John Milner - - - Pte.	Clara Milner - - -	Fred - - - Annie - - - Thomas - - -	6 Nov. 1890 26 Jan. 1893 18 Aug. 1895	
Thomas Hoare - - - Sergt.	Annie Hoare.	—	—	
George Coles - - - Pte.	Emily Coles - - -	Edith Emily - - George - - - Lily May - - -	21 July 1898 21 Jan. 1895 20 May 1896	
William Owen - - - Pte.	Margaret Owen - -	David - - - Margaret - - -	12 Nov. 1889 24 Mar. 1891	
Thomas Gayler - - - Pte.	Annie Gayler - - -	Miriam - - - Agnes - - - George - - -	17 Feb. 1893 31 Mar. 1895 14 Feb. 1898	
William Jones (alias Green) Pte.	Mary Green - - -	(1 child).	—	
John Frederick Day - Trpr.	Eliza Sarah Day -	Frederick - - - Arthur - - - John - - -	31 May 1889 26 May 1891 31 Aug. 1896	
E. Hanham - - - Sergt.	Beatrice Hanham -	(2 children).	—	
Job Goode - - - Pte.	Elizabeth Goode -	Lilian May - -	8 Aug. 1899	
Thomas Lockhart - - Pte.	Louise Lockhart -	Thomas William -	20 Jan. 1899	
C. Jackson - - - Pte.	E. Jackson - - -	(1 child).	—	
Richard Grace - - - Pte.	Emily Grace - - -	(1 child).	—	
John Balgarnie - - - Pte.	Jane Balgarnie - -	Mary - - - Catherine - - -	6 Sept 1898 16 Aug. 1900	
William Stonier - - - Pte.	Martha Stonier.	—	—	
A. Goodwyn - - - Pte.	E. Goodwyn.	—	—	
W. Turner - - - Pte.	A. Turner.	—	—	
Richard Probert - - - Pte.	Margaret Probert.	—	—	
Alfred Vandipeer - - Pte.	Martha Vandipeer -	Ivy Blanche - -	21 Feb. 1898	

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
John King - - - Corpl.	Elizabeth Ann King -	Albert - - -	16 Oct. 1891	
Joseph McCracken - - Pte.	Margaret McCracken -	(2 children).	—	
Charles Elms - - - Pte.	Rose Ann Elms -	(1 child).	—	
A. E. Eales - - - Lce.-Corpl.	Maria Killambia Eales	Dora - - -	12 Mar. 1899	
Thomas Kindleysides - Sapper	Sarah Kindleysides -	(2 children).	—	
Harry Edwin Wellstead - Sergt.	Florence Wellstead -	Florence - - -	22 Dec. 1889	
Joseph Richard Bonner - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Bonner.
Samuel Brown - Trooper	- - - - -	- - - - -	- - -	(Mother) Elizabeth Brown.
James Fitzpatrick - Pte.	- - - - -	- - - - -	- - -	(Mother) Maria Fitzpatrick.
Joseph Hopson - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Ann Brent.
Edward Primby - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Primby.
Lawrence Edward Bates - Corpl.	- - - - -	- - - - -	- - -	(Mother) Helena Sarah Bates.
Robert James - - - Gunr.	- - - - -	- - - - -	- - -	(Mother) Martha Alice James.
Robert Poole - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Hannah Poole.
Frederick Herbert Radford Pte.	- - - - -	- - - - -	- - -	(Father) Frederick Herbert Radford.
Francis Doran - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Sarah Doran
Sidney Austen - A.B. Seaman	- - - - -	- - - - -	- - -	(Father) David Austen.
George Samuel Taylor - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) Louisa Taylor.
George Oliver Leaves - Stoker	- - - - -	- - - - -	- - -	(Mother) Susan Leaves.
Hugh Bagot Upton - Sergt.-Mjr.	- - - - -	- - - - -	- - -	(Mother) Sophia Upton.
John Finlayson - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Ann Finlayson.
John Rowe - - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Annie Rowe.
David Donaldson Stewart Pte.	- - - - -	- - - - -	- - -	(Mother) Harriet Stewart.
William Gordon Daniels - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Orphan brothers) Robert John Daniels, Henry Daniels.
John Robert Christian - Pte.	- - - - -	- - - - -	- - -	(Mother) Susannah Christian.
Charles Kirkwood - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Charlotte Kirkwood.
Albert Edward Archer - Pte.	- - - - -	- - - - -	- - -	(Mother) Henrietta Archer.
Frederick William Hill - Pte.	- - - - -	- - - - -	- - -	(Mother) Eliza Hill.
Ernest Arthur Tasker - Pte.	- - - - -	- - - - -	- - -	(Mother) Elizabeth Frances Tasker.
John Francis Coleburn - Pte.	- - - - -	- - - - -	- - -	(Mother) Agnes Coleburn.
Arthur Cooper - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Ann Cooper.
Alfred Bennett - - - Bombr.	- - - - -	- - - - -	- - -	(Mother) Emily Bennett.
Henry Nicholas Davison - Pte.	- - - - -	- - - - -	- - -	(Mother) Amelia Davison.
William James Hall - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Jane Hall.
William Bain - - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Elizabeth Bain.
Christopher Clarkin - Pte.	- - - - -	- - - - -	- - -	(Father) James Clarkin.
Francis Owens - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Harriet Owens.
William Tribe - - - Seaman	- - - - -	- - - - -	- - -	(Mother) Sarah Ann Tribe.
John Barron - - - - Pte.	- - - - -	- - - - -	- - -	(Father) William Barron.
Arthur John Martyn - Trpr.	- - - - -	- - - - -	- - -	(Sister) Minnie Martyn.
Henry Francis Connelly - Pte.	- - - - -	- - - - -	- - -	(Mother) Ellen Connelly.
Walter Heath - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Annie Catherine Heath.
Robert Douglas - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Hannah Douglas.
William Fitzgerald - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Fitzgerald.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Henry Duff Holden - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Holden.
John Hay - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Hay.
Edward James Lowry - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Lowry.
Frederick Muskett - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Muskett.
William Robertson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Robertson.
John Dodds - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Sister) Bella Dodds.
Joseph Shenstone White - Armrs. Mate	- - - - -	- - - - -	- - - - -	(Mother) Caroline Jane White.
William Coyne - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Aunt) Mary Kavanagh.
John Smith - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Smith.
Nicholas Larnie - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Bernard Larnie.
Andrew Allan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Allan.
Frederick Charles Portway Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Portway.
Benjamin Blumson - Seaman	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Blumson.
William James Chowne - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Chowne.
William Connihan - Trp.-Sergt.	- - - - -	- - - - -	- - - - -	(Father) Richard Counihan.
William Wiffen - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Wiffen.
Cornelius O'Shea - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth O'Shea.
James Fogerty - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Michael Fogerty.
Alexander Swanson Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Grandmother) Lily Swanson.
Ernest Alfred Archer - Seaman	- - - - -	- - - - -	- - - - -	(Mother) Emma Archer.
James Albert Barnard - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Caroline Barnard.
Francis Anderson - Col.-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Anderson.
William John Rowe - Bombr.	- - - - -	- - - - -	- - - - -	(Mother) Louisa Rowe.
George Thick - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Helen Thick.
William Thomas Risdow - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Agnes Ramsley.
William Albert Prior - Driver	- - - - -	- - - - -	- - - - -	(Mother) Martha Prior.
David Hill - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susan Hill.
William Rees - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Hambling.
James O'Beirne - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas O'Beirne.
James Hickey - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Hickey.
William Fahey - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Maria Fahey.
Bernard Gray - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Annie McDermott.
Michael Keegan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Keegan.
Alfred Edward Emsley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Emsley.
William Ruggles - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emily Ruggles.
Ludwig Henry Heywood Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Matilda Heywood.
William George Montague Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Charlotte Rebecca Moody.
Henry Martin - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Martin.
William Drysdale - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Drysdale.
George Leach - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Leach.
Edward Thomas Danks - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susannah Danks.
George Benson - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Rebecca Benson.
Silas Abram - - Corpl.	- - - - -	- - - - -	- - - - -	(Step-mother) Elizabeth Abram.
William Fry - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Fry.
Thomas Rutherford - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Robina Forbs.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Albert Albany - - Sergt.	- - - - -	- - - - -	- - - - -	(Father) John Albany.
George William Smith - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Louisa Smith.
Godfrey Shedrake - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Butler.
John Robinson Mozeley - Lee.- Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Mozeley.
Robert Charles Gregg - Drmr.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ann Brierley.
Stephen James Brice - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Brice.
Alexander Barr - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Barr.
Thomas Charles Clamp - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Mary Elizabeth Clamp.
Albert Coley - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Coley.
Charles William George - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Clayton.
Thomas Murther - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Sarah Cannon.
Robert John Dix - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Martha Jane Dix.
Thomas Fitzhenny - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Fitz- henny.
Robert Harmer - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Har- mer.
Patrick Heagney - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Martha Heagney.
George Thicke - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Helen Thicke.
Albert Kay - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Kay.
Janet Longworth - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Longworth.
Henry Francis Cakebread Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Ann Cakebread.
Alfred Rudall - 1st Lieut.	- - - - -	- - - - -	- - - - -	(Mother) Jane Rudall.
Arthur Roland Ablett - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Ablett.
George Lewney - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Lew- ney.
Edward Julius Schmid - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Antoinette Schmid.
Irwin Butterworth - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Johanna Butter- worth.
William Barney - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Barney.
John Boyle - - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Susan Boyle.
William George Godfrey - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ada Elizabeth Godfrey.
Henry Coles - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Coles.
John Henry - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Henry.
William Harrington - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Fanny Harring- ton.
James Walter Harbin Lee.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Priscilla Harbin.
Frank Hemmings - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emma Hem- mings.
Peter Doherty - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Martha Doherty.
George Frederick Hull - Pte.	- - - - -	- - - - -	- - - - -	(Mother) J. Hull.
T. Donegan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Donegan.
John McCam - Lee.-Corpl.	- - - - -	- - - - -	- - - - -	(Father) Edmund McCam.
Peter Fay - - Gunr.	- - - - -	- - - - -	- - - - -	(Father) William Fay.
Andrew Carberry - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Edward Car- berry.
George Charles Bocci - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Bocci.
Daniel Shea - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Daniel Shea.
Patrick Hogan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Dora Hogan.
Walter Hague - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Hague.
Harry Heigold - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Hei- gold.
John Hodgins - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Hodgins.
Henry Blackmore - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Hitch- cock.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Ambrose Jackson - Pte.	- - -	- - -	- - -	(Mother) Sarah Jane Jackson.
John Stevens Jordan - Pte.	- - -	- - -	- - -	(Mother) Elizabeth Jordan.
John Armstrong - Corpl.	- - -	- - -	- - -	(Mother) Margaret Keen.
James Lowdon - Corpl.	- - -	- - -	- - -	(Father) William Lowdon.
Thomas Perry - Corpl.	- - -	- - -	- - -	(Mother) Margaret Perry.
George Green - Pte.	- - -	- - -	- - -	(Mother) Sarah Ann Green.
John Humphries - Pte.	- - -	- - -	- - -	(Mother) Margaret Humphries.
Edward McManus - Pte.	- - -	- - -	- - -	(Mother) Mary McManus.
Richard Lowe - Pte.	- - -	- - -	- - -	(Father) William Lowe.
Alfred Lister - Seaman	- - -	- - -	- - -	(Mother) Fanny Lister.
Albert John Doughton - Pte.	- - -	- - -	- - -	(Mother) Charlotte Elizabeth Doughton.
Benjamin Lansdowne - Pte.	- - -	- - -	- - -	(Father) Thomas Lansdowne.
John Linane - Pte.	- - -	- - -	- - -	(Father) John Linane.
Patrick Monifold - Pte.	- - -	- - -	- - -	(Mother) Agnes Monifold.
Edward Parry - Pte.	- - -	- - -	- - -	(Mother) Eliza Parry.
Albert George Payne - Gunr.	- - -	- - -	- - -	(Father) Frederick Payne.
George Smith - Gunr.	- - -	- - -	- - -	(Mother) Sarah Ann Smith.
John Sartain - Driver	- - -	- - -	- - -	(Mother) Hannah Sartain.
Alfred George Snoad - Driver	- - -	- - -	- - -	(Mother) Alice Louise Snoad.
Thomas Hanbury - Pte.	- - -	- - -	- - -	(Mother) Margaret Watkins.
Alfred Atkinson - Sergt.	- - -	- - -	- - -	(Mother) Margaret Atkinson.
William Ernest Legemore - Pte.	- - -	- - -	- - -	(Mother) Clara Legemore.
George Jones - Pte.	- - -	- - -	- - -	(Mother) Mary Ann Addison.
George Edward Martin - Driver	- - -	- - -	- - -	(Mother) Sarah Bolding.
Frederick Swinden - Pte.	- - -	- - -	- - -	(Father) Thomas Swinden.
Arthur Edward Foster - Pte.	- - -	- - -	- - -	(Mother) Hannah Foster.
Robert Talbot Howe - Pte.	- - -	- - -	- - -	(Mother) Helena Howe.
Frederick Hayford - Pte.	- - -	- - -	- - -	(Mother) J. Hayford.
James Brennan - Pte.	- - -	- - -	- - -	(Mother) Margaret Brennan.
Edmund Kelly - Pte.	- - -	- - -	- - -	(Mother) Mary Ann Kelly.
A. Harding - Pte.	- - -	- - -	- - -	(Mother) Alice Harding.
William Goddard - Pte.	- - -	- - -	- - -	(Mother) J. Goddard.
James Seely - Pte.	- - -	- - -	- - -	(Father) Joseph Seely.
W. Cross - Driver	- - -	- - -	- - -	(Mother) Mary Cross.
William Ryan - Bombr.	- - -	- - -	- - -	(Mother) Patrick Ryan.
H. Bell - Pte.	- - -	- - -	- - -	(Mother) J. Bell.
H. Sellars - Pte.	- - -	- - -	- - -	(Mother) A. Sellars.
W. Yandell - Pte.	- - -	- - -	- - -	(Father) J. H. Yandell.
Patrick Frahill - Pte.	- - -	- - -	- - -	(Father) John Frahill.
Leonard William Farmer - Pte.	- - -	- - -	- - -	(Mother) Jane Farmer.
Charles James - Lce.-Corpl.	- - -	- - -	- - -	(Mother) Ann James.
Henry Ship - Pte.	- - -	- - -	- - -	(Mother) Eliza Ship.
Arthur William Peace - Pte.	- - -	- - -	- - -	(Mother) Ann Peace.
Hezekiah Monks - Lce.-Sergt.	- - -	- - -	- - -	(Mother) Ann Monks.
Frank Mortimer - Lce.-Corpl.	- - -	- - -	- - -	(Father) Alfred Mortimer.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Ernest Walter Bain - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Bain.
Joseph Watson - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Watson.
George Henry Lanigan - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Mary Ellen Lanigan.
Evan Evans - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Davies.
F. Quinn - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Quinn.
Frederick Forge - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Forge.
E. Hornsby - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Hornsby.
H. Waugh - Pte.	- - - - -	- - - - -	- - - - -	(Mother) A. Waugh.
Robert Lees - Pte.	- - - - -	- - - - -	- - - - -	(Father) Robert Lees.
George Hembury - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Hembury.
Henry George Williams - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Williams.
C. Bryden - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Bryden.
Edgar Thomas Rees - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susannah Rees.
Charles Alfred Farmer - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Farmer.
John Trebett - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Maria Tucker.
Frederick John Thomson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Kate Thomson.
Joseph Edward Pollard - Sapper.	- - - - -	- - - - -	- - - - -	(Mother) Edna Pollard.
Frederick Robson - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Jane Robson.
James M'Conville - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret M'Conville.
Richard Francis Russell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Russell.
John James McDonald - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Elizabeth McDonald.
George Richardson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Richardson.
Frederick Smith - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Emmeline Sitton.
William David Smith - Sergt.	- - - - -	- - - - -	- - - - -	(Father) Charles Smith.
Albert Edward Busby - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ann Busby.
William Henry Ashdown - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Mary Ellen Ash- down.
Dennis Lane - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Lane.
John Metcalfe - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Met- calfe.
Edwin Thomas Maycock - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Agnes Maycock.
Reuben Parkinson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jemima Parkin- son.
William Carrick - Pte.	- - - - -	- - - - -	- - - - -	(Step-Mother) Eliza Car- rick.
Arthur Thompson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Priscilla Thomp- son.
John Evans - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Evans.
John Tucker - Gunr.	- - - - -	- - - - -	- - - - -	(Father) William Tucker.
James Maquire - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Maquire.
Charles Walker - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Walker.
Robert Wilson - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Wilson.
George Pugh - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Tegg.
Joseph Downing - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Ann Downing.
John Henry Barton - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Bar- ton.
John Wright - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Haigh.
Michael Towey - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Towey.
Alexander Forbes - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Forbes.
David Sandbrook - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Ann Sandbrook.
George Joseph Pinnoch - Q.-M.- Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Pinnoch.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Ralph Edward Driver - Gunr.	- - - -	- - - -	- - -	(Mother) Elizabeth Driver.
George Henry Muir - Pte.	- - - -	- - - -	- - -	(Mother) Elizabeth Muir.
Arthur Marsden - Pte.	- - - -	- - - -	- - -	(Mother) Catherine Marsden.
Charles Styles - Driver	- - - -	- - - -	- - -	(Mother) Mary Ann Coxall.
Hugh Walmsley - Pte.	- - - -	- - - -	- - -	(Mother) Sarah Walms- ley.
Joseph Clarke - Pte.	- - - -	- - - -	- - -	(Mother) Mary Ann Clarke.
Thomas William Barrett - Pte.	- - - -	- - - -	- - -	(Mother) Sarah Barrett.
Ben. Baker - Pte.	- - - -	- - - -	- - -	(Father) -- Baker.
P. Selwood - Pte.	- - - -	- - - -	- - -	(Mother) Annie Selwood.
John Kelly - Pte.	- - - -	- - - -	- - -	(Mother) Mary Kelly.
Thomas McKiernan - Pte.	- - - -	- - - -	- - -	(Mother) Elizabeth McKiernan.
Frederick Samuel Barrett Pte.	- - - -	- - - -	- - -	(Mother) Ellen Warnes.
F. Furneaux - Pte.	- - - -	- - - -	- - -	(Mother) Ellen Furneaux.
T. Neustead - Pte.	- - - -	- - - -	- - -	(Mother) -- Neustead.
George Owen - Pte.	- - - -	- - - -	- - -	(Mother) Clara Owen.
William Gillon - Pte.	- - - -	- - - -	- - -	(Mother) Frances Gillon.
Thomas Mackay - Lce.-Sergt.	- - - -	- - - -	- - -	(Mother) Catherine Mackay.
Matthew Liddle - Lce.-Corpl.	- - - -	- - - -	- - -	(Mother) Jane Russell Liddle.
Thomas Francis Meaghen Pte.	- - - -	- - - -	- - -	(Mother) Mary Meaghen.
Joseph Henry Thomas Fullbrook. Pte.	- - - -	- - - -	- - -	(Mother) Eliza Fullbrook.
Joseph Reeves - Pte.	- - - -	- - - -	- - -	(Father) William Reeves.
William Henry Barnes - Pte.	- - - -	- - - -	- - -	(Mother) Martha Barnes.
Joseph James Yeatman - Pte.	- - - -	- - - -	- - -	(Mother) Sarah Yeatman.
Robert Chambers - Pte.	- - - -	- - - -	- - -	(Father) Robert Cham- bers.
Andrew Oddis - Pte.	- - - -	- - - -	- - -	(Mother) Margaret Oddis.
James Fielding - Pte.	- - - -	- - - -	- - -	(Mother) Selina Fielding.
Thomas Young - Pte.	- - - -	- - - -	- - -	(Father) William Young.
Edward Smith - Pte.	- - - -	- - - -	- - -	(Father) John Smith.
Vernon Aubrey Swaine - Tmptr.	- - - -	- - - -	- - -	(Mother) Edith Swaine.
William Henry Crouch - Pte.	- - - -	- - - -	- - -	(Mother) Ellen Crouch.
Thomas Hood - Lce.-Sergt.	- - - -	- - - -	- - -	(Mother) Eliza Hood.
Edward Ryan - Pte.	- - - -	- - - -	- - -	(Mother) Ann Ryan.
James William Stedman - Corpl.	- - - -	- - - -	- - -	(Mother) Mary Jane Stedman.
Eli Wood - Pte.	- - - -	- - - -	- - -	(Mother) Mary Wood.
Alfred John Yewer - Pte.	- - - -	- - - -	- - -	(Mother) Mary Yewer.
Edward Freeman - Pte.	- - - -	- - - -	- - -	(Mother) Ellen Freeman.
John Henry James - Pte.	- - - -	- - - -	- - -	(Father) William James.
Thomas Morley - Pte.	- - - -	- - - -	- - -	(Father) Hugh Morley.
Leonard Hockey - Pte.	- - - -	- - - -	- - -	(Mother) Elena Hockey.
John Sedingham - Trpr.	- - - -	- - - -	- - -	(Mother) Jessie Seding- ham.
James Seudder - Lce.-Corpl.	- - - -	- - - -	- - -	(Mother) Mary Seudder.
Harry Gregory - Sergt.	- - - -	- - - -	- - -	(Mother) Mary Ann Gregory.
Joshua Kettle - Lce.-Corpl.	- - - -	- - - -	- - -	} (Mother) Lucy Kettle.
Victor Kettle - Pte.	- - - -	- - - -	- - -	
Robert Wooldridge - Gunr.	- - - -	- - - -	- - -	(Father) Joseph Wool- dridge.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Hannifin - Petty Officer	-	-	-	(Father) John Hannifin.
Charles Adams - Pte.	-	-	-	(Mother) Cecelia Adams.
William John Viney - Pte.	-	-	-	(Mother) Caroline Viney.
John Holey - Pte.	-	-	-	(Brother) James Holey.
Edward Thacker - Lee.-Corpl.	-	-	-	(Mother) Elisa Thacker.
George Sear - Ice.-Corpl.	-	-	-	(Mother) Sarah Ann Sear.
Charles Scruton - Pte.	-	-	-	(Mother) Elizabeth Sarah Scruton.
William Stewart Strachn - Pte.	-	-	-	(Mother) Annie McCallum Strachn.
Thomas Sherwood Vicary - Lee.-Sergt.	-	-	-	(Mother) Annie Marcella Vicary.
Frederick Doyle - Seaman	-	-	-	(Mother) Alice Catherine Sladden.
Sydney James Robinson - Gunr.	-	-	-	(Mother) Martha Robinson.
John McKay - Pte.	-	-	-	(Mother) Emily McKay.
Robert Fowler - Pte.	-	-	-	(Mother) Elizabeth Fowler.
George King - Pte.	-	-	-	(Mother) Isabella King.
John Raleigh - Pte.	-	-	-	(Mother) Kate Raleigh.
John Henry Manuel - Sergt.	-	-	-	(Mother) Mary Manuel.
Patrick Connell - Pte.	-	-	-	(Mother) Mary Connell.
Valentine Hagan - Pte.	-	-	-	(Mother) Margaret Hagan.
Albert Crossland - Pte.	-	-	-	(Mother) Emma Crossland.
John Jesson - Pte.	-	-	-	(Mother) Rebecca Stanley.
John Darley - Pte.	-	-	-	(Mother) Mary Darley.
Peter Donohoe - Pte.	-	-	-	(Mother) Sabina Donohoe.
Alexander Robb - Corpl.	-	-	-	(Mother) Jane Robb.
Frederick William Talbot - Pte.	-	-	-	(Mother) Amelia Talbot.
Thomas Sheridan - Pte.	-	-	-	(Mother) Isabella Sheridan.
Ernest Henry Langridge - Corpl.	-	-	-	(Mother) Elizabeth Langridge.
Alfred Matthews - Driver	-	-	-	(Mother) Jane Matthews.
Jeremiah Regan - Gunr.	-	-	-	(Mother) Catherine Regan.
Frederick Bulpitt - Corpl.	-	-	-	(Father) John Bulpitt.
James Hughes - Pte.	-	-	-	(Mother) Phœbe Hughes.
John William Dudley - Lee.-Corpl.	-	-	-	(Mother) Sarah Dudley.
Frederick Thomas McCabe - Pte.	-	-	-	(Mother) Margaret McCabe.
Edward Walkley - Sergt.	-	-	-	(Father) Irad Walkley.
George John Southby - Pte.	-	-	-	(Mother) Harriet Southby.
George Mansfield - Pte.	-	-	-	(Mother) Sarah Ann Mansfield.
Arthur Lammus - Pte.	-	-	-	(Father) William Lammus.
David Wilson - Pte.	-	-	-	(Mother) Ellen Wilson.
Frank Baldwin - Pte.	-	-	-	(Mother) Elizabeth Baldwin.
Robert William Jones - Pte.	-	-	-	(Mother) Elizabeth Jones.
Thomas Walsh - Pte.	-	-	-	(Mother) Annie Walsh.
William Baker - Corpl.	-	-	-	(Father) — Baker.
Daniel Clifford - Pte.	-	-	-	(Father) Michael Clifford.
P. Pembury - Pte.	-	-	-	(Mother) — Pembury.
R. Pescod - Pte.	-	-	-	(Mother) A. M. Pescod.
John Edward Hook - Seaman	-	-	-	(Mother) Emma Hook.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Robert Dalziel - - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Dalziel.
A. Spreadbury - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Spreadbury.
H. Lepscombe - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Hawkins.
W. Kirk - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Kirk.
Frederick John Fletcher - Trpr.	- - - - -	- - - - -	- - - - -	(Father) Robert Fletcher.
John Bird Smith - - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Mary Godden.
Ernest Edward Attwood - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Timms.
George Fisher - - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Fisher.
Edward Johnson - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Johnson.
J. Dudgeon - - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) — Dudgeon.
Joseph Goodson - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Henry Goodson.
F. Thrush - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Thrush.
P. Fallon - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Fallon.
F. Chilvers - - - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Chilvers.
Robert George Lovell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Lovell.
Alfred Brooks - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Louise Adelaide Brooks.
Robert Ridley - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ridley.
Hugh Carnaque Maxwell Pte.	- - - - -	- - - - -	- - - - -	(Father) David Maxwell.
Thomas Wheatley - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Kesia Wheatley.
John Carroll - - Sapper	- - - - -	- - - - -	- - - - -	(Father) John Carroll.
Albert Musgrove - - Seaman	- - - - -	- - - - -	- - - - -	(Mother) Harriett Mus- grove.
T. Woolley - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Woolley.
James Alexander Chin- Loe- nery. Corpl.	- - - - -	- - - - -	- - - - -	(Father) James Chinnery.
H. Croft - - - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Croft.
John Lynnot - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Lynnot.
E. Reynolds - - - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) — Reynolds.
Daniel Weller - - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Weller.
William Evans - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Evans.
F. G. Berrington - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sophia Berring- ton.
George Percival - - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Percival.
C. Walker - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Walker.
T. Wood - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Wood.
C. Porter - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Porter.
P. Green - - - Sapper	- - - - -	- - - - -	- - - - -	(Father) Patrick Green.
J. Kennedy - - - Corpl.	- - - - -	- - - - -	- - - - -	(Father) — Kennedy.
C. J. Barnes - - - Sapper	- - - - -	- - - - -	- - - - -	(Mother) — Barnes.
Robert Gill - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Judy Gill.
F. Deverill - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emily Deverill.
Alfred Mayne - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Anne Mayne.
George Harris - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jaue Harris.
George King - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth King.
Charles Jukes - - Bandsman	- - - - -	- - - - -	- - - - -	(Father) Charles Jukes.
George Tinson - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Tin- son.
Thomas Radford - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emma Radford.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William Harry Savage - Bombr.	- - - -	- - - -	- - -	(Father) William Harry Savage.
William Hathway - - Pte.	- - - -	- - - -	- - -	(Father) Thomas Hathway.
Albert Caldwell - - Seaman	- - - -	- - - -	- - -	(Mother) Mary Caldwell.
Patrick O'Raw - - Pte.	- - - -	- - - -	- - -	(Mother) Annie O'Raw.
Samuel Jay - - Pte.	- - - -	- - - -	- - -	(Mother) Sarah Ann Jay.
Thomas Cox - - Pte.	- - - -	- - - -	- - -	(Mother) Fanny Cox.
Arthur Ernest Searers - Corpl.	- - - -	- - - -	- - -	(Mother) Hannah Octavia Seares.
Alexander Richard Evans Sergt.	- - - -	- - - -	- - -	(Father) Alexander Evans.
Stephen Longhan - - Pte.	- - - -	- - - -	- - -	(Mother) Annie Longhan.
John William Fulcher - Pte.	- - - -	- - - -	- - -	(Mother) Minnie Barnes.
Alfred Hume - - Pte.	- - - -	- - - -	- - -	(Mother) Ann Hume.
Michael Cahill - - Pte.	- - - -	- - - -	- - -	(Mother) Jane Cahill.
Arthur Edward Sawdy - Pte.	- - - -	- - - -	- - -	(Father) Edward George Sawdy.
William Charles Bailey - Bombr.	- - - -	- - - -	- - -	(Mother) Sarah Bailey.
G. Boardman - - Pte.	- - - -	- - - -	- - -	(Mother) — Boardman.
C. Arthy - - Pte.	- - - -	- - - -	- - -	(Mother) — Arthy.
George French - - Sergt.	- - - -	- - - -	- - -	(Father) James French.
W. Shephard - - Pte.	- - - -	- - - -	- - -	(Mother) — Shephard.
A. Taylor - - Pte.	- - - -	- - - -	- - -	(Father) William Taylor.
W. Carmichael - Lce.-Corpl.	- - - -	- - - -	- - -	(Father) — Carmichael.
J. McPartland - - Pte.	- - - -	- - - -	- - -	(Father) P. McPartland.
W. Crowdy - - Lce.-Corpl.	- - - -	- - - -	- - -	(Mother) E. Crowdy.
Harry Walton - - Pte.	- - - -	- - - -	- - -	(Mother) Sarah Walton.
James Arthur Mullen Lce.-Corpl.	- - - -	- - - -	- - -	(Sister) Mary Mullen.
Joseph Green - - Pte.	- - - -	- - - -	- - -	(Mother) Johanna Green.
Daniel Rapley - - Pte.	- - - -	- - - -	- - -	(Mother) Louisa Rapley.
William Kelly - - Pte.	- - - -	- - - -	- - -	(Great Aunt) Ellen Rogers.
John Doolin - - Pte.	- - - -	- - - -	- - -	(Father) John Doolin.
Arthur Lee - - Pte.	- - - -	- - - -	- - -	(Mother) Fanny Lee.
Jandford Montgomery - Pte.	- - - -	- - - -	- - -	(Mother) Jane Montgomery.
William Smyth - - Pte.	- - - -	- - - -	- - -	(Mother) Jane Smyth.
Daniel Holland - Lce.-Corpl.	- - - -	- - - -	- - -	(Mother) Mary Holland.
Charles Ruffell - - Pte.	- - - -	- - - -	- - -	(Mother) Clementina Ruffell.
James Harry Taylor - Pte.	- - - -	- - - -	- - -	(Grandmother) Sarah Jane Taylor.
George Brothers - - Corpl.	- - - -	- - - -	- - -	(Mother) — Brothers.
A. Martin - - Pte.	- - - -	- - - -	- - -	(Mother) — Martin.
James Flanagan - - Pte.	- - - -	- - - -	- - -	(Father) James Flanagan.
W. Flanagan - - Pte.	- - - -	- - - -	- - -	(Sister) — Flanagan.
William Soper - - Pte.	- - - -	- - - -	- - -	(Mother) Elizabeth Soper.
J. Quinn - - Pte.	- - - -	- - - -	- - -	(Mother) Kate Quinn.
William Manning - Pte.	- - - -	- - - -	- - -	(Father) William Manning.
James Duffy - - Pte.	- - - -	- - - -	- - -	(Father) Francis Duffy.
Bartholomew O'Neill Lce.-Corpl.	- - - -	- - - -	- - -	(Father) Cornelius O'Neill.
William Drummond Pte. Walker.	- - - -	- - - -	- - -	(Mother) Betsey Walker

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William George Simmons Sapper	- - - - -	- - - - -	- - - - -	(Father) Alfred Simmons.
W. Considine - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Johannah Considine.
Hugh Hunter - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Hunter.
William Edward Rousham Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Rowsham.
Evan Evans - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas Evans.
William Androvian Wood Pte.	- - - - -	- - - - -	- - - - -	(Mother) Rebecca Wood.
William Higgins - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Timothy Higgins.
Walter Mason - Pte.	- - - - -	- - - - -	- - - - -	(Father) Rhoda Mason.
James McQuillan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Maria McQuillan.
James Bewsher - - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Mary Bewsher.
Walter Welham - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Maria Welham.
William Blackwood - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susan Blackwood.
Ernest Bull - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Marian Bull.
Matthew Alward - Pte.	- - - - -	- - - - -	- - - - -	(Father) Michael Alward.
Edward Lintern - - Driver	- - - - -	- - - - -	- - - - -	(Father) Charles Lintern.
Hugh McCabe - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine McCabe.
James Ambrose Sillitor - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Sillitor.
Harry Garrett - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Sarah Garrett.
Isaac Evans - - Pte.	- - - - -	- - - - -	- - - - -	(Grandmother) Margaret Evans.
Timothy Kelly - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Kelly.
Jacob Hammond - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Hammond.
Edmund Reed - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Caroline Reed.
Edwin Warner - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Warner.
Thomas Healy - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Healy.
William Quarterman - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Sarah Quarterman.
Thomas Charles Bayliss - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Annie Bayliss.
William Charles Ward - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ann Gibbins.
Alfred Thomas Gill - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Gill.
William Albert Davies - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Davies.
William Wheeler - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Stephen Wheeler.
William Sandy - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Sandy.
John Williamson - - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Williamson.
Frank Pharoah Band - Col.-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Alice Band.
Thomas James Soughan - Drmr.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Soughan.
Archibald Charles Newman Driver	- - - - -	- - - - -	- - - - -	(Mother) Alice Ann Newman.
Thomas O'Carroll - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary O'Carroll.
Patrick Donovan - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Patrick Donovan.
Edward Northcott - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Northcott.
George Charles Field - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Field.
Thomas William Downing Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Downing.
Joseph Cross - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susan Cross.
Alfred John Gregory - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Charlotte Gregory.
William Martin - - Gunr.	- - - - -	- - - - -	- - - - -	(Father) Edwin Martin.
Charles Coward - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Coward.
Thomas Higgins - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Higgins.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
William John Taylor - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Taylor.
Joseph Howarth - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Maria Howarth.
Albert Friend - Lce.-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Jane Friend.
Arthur Simpson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Louisa Simpson.
James Arthur Kellard - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Kellard.
Albert Steele - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Steele.
John Henry Gray - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Gray.
Arthur Bell - Pte.	- - - - -	- - - - -	- - - - -	(Father) Joseph Bell.
William Grainger - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas Grainger.
John Lovell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Lovell.
John Joseph Flaherty - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Anne Flaherty.
George Alfred Spratt - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Louisa Spratt.
John Charles Cadman - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Cadman.
William Donaghy - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Donaghy.
George Gray - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Annie Gray.
George McGlone - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Isabella McGlone.
William Thomas Evans - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Evans.
Albert William Taylor - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Taylor.
Lewis Sykes - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Caroline Sykes.
Harry Haines - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Haines.
George Hand - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Hand.
Henry Warden Wells - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Pamela Wells.
James Hudson - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Hudson.
Walter Mellor - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) E. Mellor.
Richard McAvoy - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza McAvoy.
Michael Halligan - Lce.-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Mary Halligan.
Charles Houlden - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Houlden.
Thomas Benton - Pte.	- - - - -	- - - - -	- - - - -	(Father) Richard Benton.
Harry Paton - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Paton.
Peter Keelan - Pte.	- - - - -	- - - - -	- - - - -	(Father) Peter Keelan.
William Turner - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Susannah Turner.
John Bennett - Pte.	- - - - -	- - - - -	- - - - -	(Father) Michael Bennett.
Frederick Shinnich - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Shinnich.
Albert Everitt - Pte.	- - - - -	- - - - -	- - - - -	(Father) Joseph Chopping Everitt.
James Wadsworth - Pte.	- - - - -	- - - - -	- - - - -	(Grandmother) Jane Wadsworth.
Gilbert Williams - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Thirza Williams.
John Robert Sutcliffe - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sophia Sutcliffe.
Christopher Henbury Illsey - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Illsey.
Charles Littleboy - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Littleboy.
John Collins - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Norah Collins.
Arthur William Sinkin - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Laura Sinkin.
Henry Robert Smith - Sapper	- - - - -	- - - - -	- - - - -	(Mother) Ellen Smith.
Patrick Smith - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Smith.
Henry Hooper - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Hooper.
William Henry Walters - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Fanny Walters.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
George Gibbs - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Maria Gibbs.
Albert Samuel Rogers - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Martha Rogers.
James Cubbinson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Patterson.
Charles McDonnell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann McDonnell.
Samuel May - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth May.
Harry William Adams - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Adams.
Christian Gradert - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Fisher.
Robert Claridge - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Claridge.
W. Rudge - Pte.	- - - - -	- - - - -	- - - - -	(Father) J. Rudge.
George Frederick Clarke - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Clarke.
G. Webb - Pte.	- - - - -	- - - - -	- - - - -	(Mother) A. Freeman.
James Schofield - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Alice Schofield.
T. Towers - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) E. Towers.
Arthur Charles Trim - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Trim.
Frank Gormley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Gormley.
S. Chivers - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Chivers.
D. Bradle - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Bradle.
W. Seymour - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Seymour.
J. W. Webster - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) — Webster.
Frank Turpin - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Fanny Turpin.
R. Potter - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Potter.
Robert Belcher - A.B.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Belcher.
W. Brown - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Brown.
Ralph Clarke - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Clarke.
James Donaldson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) A. Donaldson.
A. Young - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Pettitt.
J. Lawlor - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Lawlor.
J. Churm - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Churm.
J. Davis - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Davis.
Thomas Stirret - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jane Stirret.
John Hanton - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Hanton.
Charles Daniels - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Elizabeth Daniels.
Denis Kensilla - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Kensilla.
James Norton - Pte.	- - - - -	- - - - -	- - - - -	(Father) Patrick Norton.
J. Pyatt - Driver	- - - - -	- - - - -	- - - - -	(Mother) T. Pyatt.
Aaron Doody - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Doody.
Patrick Moran - Gunr.	- - - - -	- - - - -	- - - - -	(Father) Patrick Moran.
George Neale - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Neale.
John Quinn - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Quinn.
George Archibald Dawson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Matilda Sophia Dawson.
Joseph Whyley - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Mary Whyley.
— Angeloni - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Adèle Angeloni.
James St. John - Sergt.	- - - - -	- - - - -	- - - - -	(Sister) Theresa St. John.
Joseph Brown - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Frances Brown.
John Browlier - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Browlier.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Edward Baker - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jessie Ellen Baker.
Walter Warwick - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Warwick.
J. H. Freeman - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) M. A. Freeman.
W. Shore - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Shore.
E. J. Merritt - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) A. Merritt.
C. Bryant - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Bryant.
Albert Basterfield - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Basterfield.
A. Grindley - - Lcc.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Grindley.
C. Cheshire - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Cheshire.
M. Lamb - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Lamb.
W. Little - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Little.
C. Hyatt - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Hyatt.
James McGarry - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza McGarry.
Matthew Doolan - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Matthew Doolan.
George Dougan - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Dougan.
W. McGeoghan - - Pte.	- - - - -	- - - - -	- - - - -	(Father) — McGeoghan.
Henry Pataman - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Willis.
Arthur Hopkins - Lcc.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Jane Hopkins.
George Plummer - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jane Plummer.
William Price - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Isabella Price.
J. Cresswell - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Cresswell.
F. A. Johns - - Lcc.-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) J. Johns.
P. Lawrance - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Nash.
C. Comber - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Violet Comber.
J. Skelton - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emily Butler.
Albert Young - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Lydia Young.
Alexander Wyth - - Sapper	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Wyth.
George Thompson - - Sergt.	- - - - -	- - - - -	- - - - -	(Father) Alexander Thompson.
Arthur Thomson Yeats - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Yeats.
W. Nolan - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Nolan.
Joseph Hore - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Hore.
George Thomas Brooker - Lcc.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Brooker.
Walter Brown - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Charlotte Brown.
Edwin Samuel - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Amelia Chapman.
James Campbell - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Campbell.
Dan Horton - - - Lcc.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Horton.
Albert Thomas - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Thomas.
William Vicarage - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Vicarage.
Walter Bolden - - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Ann Bolden.
James Amor - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Amor.
Thomas Williams - - Guor.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Williams.
J. Crawley - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Crawley.
J. Stott - - - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Stott.
T. A. Tennett - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas Tennett.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Francis Downie - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Downie.
John Newell - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Newell.
Frederick Ramsden - Pte.	- - - - -	- - - - -	- - - - -	(Father) — Ramsden.
W. Adlain - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jane Adlain.
D. M. McDonald - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine McDonald.
E. Finnigan - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Finnigan.
George Goodfellow - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emily Goodfellow.
John Alexander Beattie - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Beattie.
William Thompson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Thompson.
George Roberts - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Roberts.
William Adams - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Adams.
E. Truman - Pte.	- - - - -	- - - - -	- - - - -	(Father) Caleb Truman.
James Glenney - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Isabella Glenney.
P. Neill - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Neill.
Michael Whelan - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Whelan.
John Lynch - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Lynch.
J. Davis - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Davis.
Walter Field - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Field.
J. Reading - Drmr.	- - - - -	- - - - -	- - - - -	(Mother) — Reading.
A. Dawson - Drmr.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Dawson.
Charles Stacey - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Priscilla Stacey.
T. Turnbull - Col-Sergt.	- - - - -	- - - - -	- - - - -	(Mother) — Turnbull.
William Kelly - Trmptr.	- - - - -	- - - - -	- - - - -	(Mother) — Kelly.
John Donavon - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Lyons.
J. Bannon - Pte.	- - - - -	- - - - -	- - - - -	(Mother) A. Bannon.
Alfred Holdaway - Pte.	- - - - -	- - - - -	- - - - -	(Father) W. Holdaway.
J. Howkett - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mahala Howkett.
Arthur Willis - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Willis.
Robert Glossop - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Rose Glossop.
C. Revell - Bombr.	- - - - -	- - - - -	- - - - -	(Father) — Revell.
Charles Stitchener - Driver	- - - - -	- - - - -	- - - - -	(Mother) M.A.Stitchener.
A. Bryer - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Louisa Bryer.
Albert Reginald Budd - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Annie Rudd.
Stephen Hilgen - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Johanna Hilgen.
John Culling - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Finn.
W. Day - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Day.
John Buckley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Buckley.
Robert Parker - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Parker.
Harry Calthorpe - Gunr.	- - - - -	- - - - -	- - - - -	(Father) Robert Calthorpe.
Michael Kelly (alias Mulligan) - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Kelly.
Frank Whitelock - Bombr.	- - - - -	- - - - -	- - - - -	(Mother) Emily Whitelock.
John Balfe - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Balfe.
John Kearns - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Kearns.
Patrick Heelan - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Keelan.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Harris - Bombr.	- - - - -	- - - - -	- - - - -	(Mother) Emma Harris.
Ernest Herbert Cowie - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Matilda Cowie.
Mark Newman - Driver	- - - - -	- - - - -	- - - - -	(Mother) B. Newman.
John Neiss - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Neiss.
H. McKibbern - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — McKibbern.
Samuel Randle - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Randle.
A. Johnson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Johnson.
B. Cooper - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Cooper.
Emmanuel Gething - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Gething.
Martin Gorman - Pte.	- - - - -	- - - - -	- - - - -	(Father) Martin Gorman.
T. McHugh - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret McHugh.
Edward Riley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) E. Riley.
H. E. Platt - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) — Platt.
Edward Bygrove - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Mary Bygrove.
F. J. Moss - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Moss.
W. Smith - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Smith.
W. Harper - Driver	- - - - -	- - - - -	- - - - -	(Mother) — Harper.
J. Henderson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Anderson.
M. Henry - Corpl.	- - - - -	- - - - -	- - - - -	(Father) P. J. Henry.
A. Floyd - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Floyd.
John Mullins - Pte.	- - - - -	- - - - -	- - - - -	(Father) Michael Mullins.
F. Mills - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Mills.
H. Caulfield - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Caul- field.
J. Cummins - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Cummins.
E. Waters - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Waters.
John Chester - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Chester.
Thomas Abbott - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Abbott.
Thomas William Mitchell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Mitchell.
William Rance - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Rance.
John McKenzie - Pte.	- - - - -	- - - - -	- - - - -	(Father) John McKenzie.
Benjamin Lomax - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Lomax.
Thomas Regan - Pte.	- - - - -	- - - - -	- - - - -	(Father) Jeremiah Regan.
John McGavish - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann McGavish.
Rowland Wilmott - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Wilmott.
Frank Carley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Carley.
H. Webb - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Webb.
A. Weston - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Naomi Weston.
Isaac Percy Love - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Love.
John Thomas Duncombe - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Emma Dun- combe.
John Regan - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Regan.
John McHugh - Corpl.	- - - - -	- - - - -	- - - - -	(Father) Michael McHugh.
George Paine - Driver	- - - - -	- - - - -	- - - - -	(Mother) Jane Paine.
Thomas Cottrell - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Edith Cottrell.
James Meldrum - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Meldrum.
Bryan Murphy - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Murphy.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Thomas Albert Palmer - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Palmer.
Lancelot Rogers - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Susannah Rogers.
Albert Edward Hendley - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Cordelia Hendley.
William Graham - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Ann Graham.
Cornelius Hogan - Pte.	- - - - -	- - - - -	- - - - -	(Grandmother) Ellen Ryan.
Cornelius Breen - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Anne Breen.
Alfred Arthur Francis Colvin. Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Elizabeth Colvin.
Josiah Morris - Sergt.-Mjr.	- - - - -	- - - - -	- - - - -	(Mother) Emily Morris.
Thomas Brown - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Brown.
Hugh Reynolds - Lce.-Corpl.	- - - - -	- - - - -	- - - - -	(Father) Joseph Reynolds.
George Cole (alias Pte. Goody).	- - - - -	- - - - -	- - - - -	(Mother) Ellen Cole.
Edward John Vooght - Sergt.	- - - - -	- - - - -	- - - - -	(Father) Henry Vooght.
Martin Hogan - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Winifred Hogan.
William Hill - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Jane Lutimer Hill.
John Bond - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Edwards.
William Brogan - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas Brogan.
M. Goldleaf - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) M. Goldleaf.
John O'Halloran - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza O'Halloran.
Darby Mullins - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Mullins.
Ellison Blair Murray - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Murray.
Francis Burke - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Burke.
L. Williams - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Williams.
M. Dawson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — McMahon.
F. Atkinson - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Helen Hales.
J. Saunders - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah Lee.
John Collins - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Margaret Whelan.
J. Meehan - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Meehan.
A. Bishop - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Bishop.
W. Woodham - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Woodham.
E. Morgan - Lce.-Corp.	- - - - -	- - - - -	- - - - -	(Mother) C. E. Harwood.
Frederick Cole - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Elizabeth Cole.
Charles Screech - Trpr.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Screech.
John McNally - Pte.	- - - - -	- - - - -	- - - - -	(Father) Felix Kelly.
Ernest Herbert Day - Pte.	- - - - -	- - - - -	- - - - -	(Father) Alfred John Day.
T. Skinner - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Skinner.
F. A. Payne - Bombr.	- - - - -	- - - - -	- - - - -	(Mother) — Payne.
Jacob Bolton - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Anne Bolton.
Jeremiah Kelly - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Kelly.
Patrick Mooney - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jane Mooney.
Harry Reynolds - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Eliza Reynolds.
Daniel Lannery - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Agnes Lannery.
M. Higgins - Pte.	- - - - -	- - - - -	- - - - -	(Mother) K. Higgins.
Harry Stevens - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Stevens.
W. Browne - Sergt.	- - - - -	- - - - -	- - - - -	(Father) John Browne.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Michael Dempsey - Pte.	- - - - -	- - - - -	- - - - -	(Mother) B. Dempsey.
G. Lee - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Lee.
J. Sanders - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Sanders.
E. Fagg - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Charlotte Fagg.
J. H. Bentley - - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Bentley.
John Wells - - - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) — Wells.
Benjamin Green - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Benjamin Green.
W. E. Rew - - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Louisa Rew.
John Iddenden - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) C. Iddenden.
Alfred Bartley - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ann Bartley.
Walter Bateman - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Bateman.
James Hanley - - - Pte.	- - - - -	- - - - -	- - - - -	(Sister) Mary Hanley.
B. Peart - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Dixon.
G. W. Bence - - - Lee.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) — Bence.
Herbert Hurst - - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Ann Hurst.
Archibald Gray - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Gray.
G. Probetts - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Rhoda Probetts.
Stanley Howard - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Agnes Howard.
John Turner - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Lavina Turner.
C. Buck - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) J. Buck.
C. Dray - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Dray.
Joseph Rider - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Emma Rider.
R. Butterworth - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Butterworth.
Ernest Albert Young - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Young.
J. Blenman - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Charles Blen- man.
Henry Green - - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) Emma Green.
James Edward Church - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Jane Church.
Frank Greenwood - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Ann Greenwood.
Andrew Jolly - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Whelen.
A. Purves - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Purves.
T. Daniels - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Hannah King- ham.
H. Neal - - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) George Neal.
Joseph Kelly - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Ann Kelly.
William Dickson - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Dickson.
Bernard Patrick Murray - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Murray.
William Edward Mann - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Alice Mann.
Henry Watson - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Henry Watson.
F. Archer - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Archer.
Henry Curry - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ann Curry.
W. Carden - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Varnals.
O. Williams - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Catherine Wil- liams.
G. Cheetham - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) C. Cheetham.
C. Williams - - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Robert Wil- liams.
S. Hook - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Mum- mery.
J. Walsh - - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Julia Walsh.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
J. Carpenter - - Pte.	- - -	- - -	- - -	(Father) — Carpenter.
T. Coote - - - Pte.	- - -	- - -	- - -	(Mother) — Coote.
T. Kinney - - - Pte.	- - -	- - -	- - -	(Mother) Jane Kinney.
Matthew Wise - - A.B.	- - -	- - -	- - -	(Father) Isaac Wise.
George Grant - - - Corpl.	- - -	- - -	- - -	(Mother) — Stewart.
T. Naughton - - - Pte.	- - -	- - -	- - -	(Mother) — Naughton.
Charles John Day - - Pte.	- - -	- - -	- - -	(Father) Edwin Day.
T. Rundell - - - Pte.	- - -	- - -	- - -	(Mother) Julia Rundell.
John Henry Deamen - - Pte.	- - -	- - -	- - -	(Mother) Eliza Deamen.
E. Stonier - - - Pte.	- - -	- - -	- - -	(Mother) Evaline Stonier.
William Cook - - - Pte.	- - -	- - -	- - -	(Mother) Margaret Cook.
George Linton - - - Pte.	- - -	- - -	- - -	(Mother) Isabella Smyth.
R. Hart - - - - Pte.	- - -	- - -	- - -	(Mother) Alice Hart.
C. J. Parker - - - Pte.	- - -	- - -	- - -	(Mother) — Parker.
P. Buckingham - - - Trpr.	- - -	- - -	- - -	(Mother) M. A. Buck- ingham.
J. Lynch - - - - Pte.	- - -	- - -	- - -	(Mother) — Lynch.
W. Farmer - - - - Pte.	- - -	- - -	- - -	(Mother) A. Farmer.
James Whitehead - - Pte.	- - -	- - -	- - -	(Mother) Mary White- head.
Thomas Jordan - - - Pte.	- - -	- - -	- - -	(Mother) Margaret Jordan.
George Latter - - - Pte.	- - -	- - -	- - -	(Mother) Sarah Latter.
John O'Connor - - - Pte.	- - -	- - -	- - -	(Mother) Ellen O'Connor.
George Morrison - - - Sergt.	- - -	- - -	- - -	(Father) Hugh Morrison.
Alexander Morrison - - Pte.	- - -	- - -	- - -	
James Monaghan - - - Pte.	- - -	- - -	- - -	(Mother) Fanny Monaghan.
John McAnally - - - Pte.	- - -	- - -	- - -	(Mother) — McAnally.
Maurice Neagle - - - Pte.	- - -	- - -	- - -	(Mother) Margaret Neagle.
William Henry Churchill - Pte.	- - -	- - -	- - -	(Mother) Ena Elizabeth Churchill.
William Murray - - - Pte.	- - -	- - -	- - -	(Mother) Julia Murray.
William Bagnall - - - Corpl.	- - -	- - -	- - -	(Grandmother) Tryphosa Bagnall.
Charles Fox - - - - Pte.	- - -	- - -	- - -	(Mother) Ellen Fox.
John Ahearn - - - - Bombr.	- - -	- - -	- - -	(Mother) Margaret Ahearn.
Eli Samuel Cordy - - - Pte.	- - -	- - -	- - -	(Mother) Elizabeth Hughes.
P. Ward - - - - - Pte.	- - -	- - -	- - -	(Father) — Ward.
J. McLanchlaw - - - Lce.-Corp.	- - -	- - -	- - -	(Mother) — McLanchlaw.
Alexander Miller - - - Pte.	- - -	- - -	- - -	(Mother) Jane Miller.
George Barrett - - - Trpr.	- - -	- - -	- - -	(Father) George Barrett.
Edward Kelly - - - - Pte.	- - -	- - -	- - -	(Mother) Margaret Kelly.
Henry Meakin - - - - Pte.	- - -	- - -	- - -	(Father) Henry Meakin.
R. Groves - - - - - Pte.	- - -	- - -	- - -	(Mother) Mary Ann Groves.
James Rylands - - - - Pte.	- - -	- - -	- - -	(Mother) Ellen Rylands.
S. Kingston - - - - - Sergt.	- - -	- - -	- - -	(Mother) — Kingston.
John Steel - - - - - Pte.	- - -	- - -	- - -	(Mother) Ann Steel.
N. Roberts - - - - - Pte.	- - -	- - -	- - -	(Mother) — Roberts.
Robert Tuck - - - - - Pte.	- - -	- - -	- - -	(Mother) Elizabeth Tuck.
John Collins - - - - - Gunr.	- - -	- - -	- - -	(Father) William Collins.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
Henry Johnson - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Henry Johnson.
F. J. Potter - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Potter.
Fred. Smith - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Ellen Smith.
William Hudson - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Hudson.
W. Watkin - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Dolman.
J. McDonnall - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah McDonnall.
J. Murphy - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Murphy.
Thomas Cantello - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Priscillo Cantello.
Frank Savage - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Caroline Savage.
G. Grey - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) S. Grey.
James McDonald - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — McDonald.
E. Maquire - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Maquire.
Frank Field - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Field.
A. Weston - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Weston.
John Harte - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Bridget Harte.
R. Venning - - - Buglr.	- - - - -	- - - - -	- - - - -	(Mother) R. G. Venning.
W. Ostler - - - Buglr.	- - - - -	- - - - -	- - - - -	(Mother) — Ostler.
T. Morey - - - Sergt.	- - - - -	- - - - -	- - - - -	(Mother) N. Morey.
J. Cox - - - Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Susan Cox.
E. Keating - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Keating.
W. Hardiment - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sophia Appleton.
D. Dunt - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Harriet Dunt.
John Coleman - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Margaret Coleman.
W. Grady - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Sarah Coreoran.
C. Hodgins - - - Corpl.	- - - - -	- - - - -	- - - - -	(Father) Thomas Hodgins.
Tom Taylor - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Tom Taylor.
C. Emberson - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Clarke.
H. Crane - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) F. Crane.
W. Banfield - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) William Banfield.
W. Snelling - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Mary Anne Snelling.
W. Sandiford - - - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) M. Sandiford.
David Meadon - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Meadon.
William Leary - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) Caroline Leary.
James Canovan - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) — Canovan.
J. Derriek - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) Thomas Derriek.
William Hughes - - - Driver	- - - - -	- - - - -	- - - - -	(Mother) Angelina Hughes.
A. Janes - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Janes.
Fred. Sedbrook - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) — Sedbrook.
A. G. Chambers - - - Corpl.	- - - - -	- - - - -	- - - - -	(Father) Thomas Chambers.
Patrick Sullivan - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) John Sullivan.
William Cobbin - - - Pte.	- - - - -	- - - - -	- - - - -	(Father) James Cobbin.
Samuel Ogden - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Ogden.
G. W. Fusdale - - - Pte.	- - - - -	- - - - -	- - - - -	(Mother) — Fusdale.
Patrick Whyte - - - Gunr.	- - - - -	- - - - -	- - - - -	(Mother) Mary Whyte.
J. McLachlan - - - Les.-Corpl.	- - - - -	- - - - -	- - - - -	(Mother) Mary Jane McLachlan.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
J. Manning - - Pte.	- - -	- - -	- - -	(Mother) — Manning.
William Mason - - Pte.	- - -	- - -	- - -	(Father) Henry Mason.
E. Cully - - - Pte.	- - -	- - -	- - -	(Mother) — Cully.
Alist Donald - - Pte.	- - -	- - -	- - -	(Mother) — Donald.
David Bowman - - Pte.	- - -	- - -	- - -	(Mother) — Bowman.
J. Haines - - - Pte.	- - -	- - -	- - -	(Mother) — Hand.
C. H. McGuffin - - Pte.	- - -	- - -	- - -	(Mother) S. McGuffin.
A. Rogers - - - Pte.	- - -	- - -	- - -	(Mother) — Rogers.
Alexander McIntosh - Pte.	- - -	- - -	- - -	(Mother) Ann McIntosh.
Henry St. Clair - - Pte.	- - -	- - -	- - -	(Mother) — St. Clair.
W. J. Adains - - - Pte.	- - -	- - -	- - -	(Mother) E. Adains.
John Wooder - - - Pte.	- - -	- - -	- - -	(Sister) Louise Wooder.
C. Woodward - - - Pte.	- - -	- - -	- - -	(Mother) — Woodward.
William John Rees - - Sergt.	- - -	- - -	- - -	(Mother) Elizabeth Rees.
Thomas Hensey - - - Pte.	- - -	- - -	- - -	(Mother) Mary Hensey.
James Albert Day - - Pte.	- - -	- - -	- - -	(Mother) Sarah Day.
Samuel George Breakwell Pte.	- - -	- - -	- - -	(Mother) Emma Break well.
C. Murphy - - - Pte.	- - -	- - -	- - -	(Father) — Murphy.
F. Ball - - - Pte.	- - -	- - -	- - -	(Mother) — King.
W. Franscombe - - Pte.	- - -	- - -	- - -	(Mother) — Franscombe.
T. Powell - - - Pte.	- - -	- - -	- - -	(Mother) Jane Powell.
William Milligan - - Pte.	- - -	- - -	- - -	(Mother) Catherine Mil- ligan.
George James Neale - - Pte.	- - -	- - -	- - -	(Mother) Mary Anne Neale.
John McDonald - - - Lee.-Corpl.	- - -	- - -	- - -	(Mother) Jessie Mc- Donald.
Richard Hatch - - - Pte.	- - -	- - -	- - -	(Mother) Ann Hatch.
Patrick Regan - - - Pte.	- - -	- - -	- - -	(Mother) Johanna Regan.
H. A. Russell - - - Pte.	- - -	- - -	- - -	(Father) Edwin Russell.
J. T. O'Neill - - - Sergt.	- - -	- - -	- - -	(Father) M. O'Neill.
G. Kite - - - Pte.	- - -	- - -	- - -	(Mother) — Kite.
C. O'Brien - - - Pte.	- - -	- - -	- - -	(Father) G. O'Brien.
P. Handley - - - Pte.	- - -	- - -	- - -	(Mother) — Handley.
E. Plimsaul - - - Gunr.	- - -	- - -	- - -	(Mother) Mary Anne Plimsaul.
L. Brennan - - - Pte.	- - -	- - -	- - -	(Mother) Julia Bird.
J. Brown - - - Driver	- - -	- - -	- - -	(Mother) Emily Brown.
A. Matthews - - - Pte.	- - -	- - -	- - -	(Mother) B. R. Matthews.
C. Hyland - - - Sergt.	- - -	- - -	- - -	(Mother) — Porter.
John Webster - - - Pte.	- - -	- - -	- - -	(Mother) Frances Egan.
W. Dempsey - - - Pte.	- - -	- - -	- - -	(Mother) — Dempsey.
L. Pepper - - - Gunr.	- - -	- - -	- - -	(Mother) — Pepper.
Peter Roberts - - - Pte.	- - -	- - -	- - -	(Father) William Ro- berts
S. Maguall - - - Pte.	- - -	- - -	- - -	(Father) — Magnall.
A. Riste - - - Driver	- - -	- - -	- - -	(Mother) Mary Burns.
L. C. Goeden - - - Pte.	- - -	- - -	- - -	(Mother) E. Goeden.
Henry Sheppard - - Pte.	- - -	- - -	- - -	(Mother) — Sheppard.
Andrew Harris - - - Pte.	- - -	- - -	- - -	(Mother) Sarah Harris.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
J. McLeod - - Pte.	- - - - -	- - - - -	- - -	(Mother) Ann McLeod.
H. E. Atkins - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Atkins.
Martin Langan - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Langan.
C. Shepstone - - Sapper	- - - - -	- - - - -	- - -	(Mother) E. Shepstone.
A. Lloyd - - Pte.	- - - - -	- - - - -	- - -	(Mother) Sarah Lloyd.
J. Skinner - - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) — Skinner.
J. Harrison - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Harrison.
James Kelly - - Pte.	- - - - -	- - - - -	- - -	(Mother) Julia Kelly.
C. Ridgway - - Pte.	- - - - -	- - - - -	- - -	(Mother) Eliza Ridgway.
J. Trimby - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Ann Trimby.
A. Squires - - Pte.	- - - - -	- - - - -	- - -	(Father) — Squires.
J. Hindes - - Pte.	- - - - -	- - - - -	- - -	(Sister) May Hindes.
W. Thompson - - Corpl.	- - - - -	- - - - -	- - -	(Mother) E. Thompson.
D. Yapp - - Pte.	- - - - -	- - - - -	- - -	(Sister) Emma Yapp.
William Hewitt - - Sergt.	- - - - -	- - - - -	- - -	(Mother) — Hewitt.
T. Barnes - - Pte.	- - - - -	- - - - -	- - -	} (Father) John Barnes.
H. Barnes - - Pte.	- - - - -	- - - - -	- - -	
— Taylor - - Pte.	- - - - -	- - - - -	- - -	(Mother) Margaret Newbold.
James Garner - - Pte.	- - - - -	- - - - -	- - -	(Mother) E. M. Garner.
P. Deveney - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Deveney.
James Rodwell - - Pte.	- - - - -	- - - - -	- - -	(Father) George Stevens.
J. Barnby - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Barnby.
John Reams - - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) Ellen Reams.
Patrick Crowe - - Pte.	- - - - -	- - - - -	- - -	(Father) Patrick Crowe.
Thomas Hargreaves - - Pte.	- - - - -	- - - - -	- - -	(Mother) Margaret Hargreaves.
Charles Herbert Cartwright.	- - - - -	- - - - -	- - -	(Mother) Margaret Garside.
John Nunn - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Ann Nunn.
H. Parkes - - Gunr.	- - - - -	- - - - -	- - -	(Father) William Parkes.
William Pimm - - Pte.	- - - - -	- - - - -	- - -	(Father) Joseph Pimm.
Thomas Hey - - Corpl.	- - - - -	- - - - -	- - -	(Father) — Hey.
P. Curran - - Pte.	- - - - -	- - - - -	- - -	(Father) John Curran.
George Tyson - - Pte.	- - - - -	- - - - -	- - -	(Father-in-law ?) George Charter.
J. Martin - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Martin.
Samuel Goodall - - Pte.	- - - - -	- - - - -	- - -	(Mother) C. Goodall.
Thomas Walsh - - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) Charlotte Walsh.
Tim Ducey - - Pte.	- - - - -	- - - - -	- - -	(Mother) Hannah Ducey.
George Gray - - Pte.	- - - - -	- - - - -	- - -	(Father) — Gray.
Martin O'Shaughnessy - - Pte.	- - - - -	- - - - -	- - -	(Father) M. O'Shaughnessy.
H. Young - - Pte.	- - - - -	- - - - -	- - -	(Mother) Sophia Young.
T. H. Ballard - - Pte.	- - - - -	- - - - -	- - -	(Father) Henry Ballard.
F. Ellis - - Driver	- - - - -	- - - - -	- - -	(Father) William Ellis.
R. Bromley - - Trpr.	- - - - -	- - - - -	- - -	(Mother) S. Bromley.
Walter O'Dowd - - Pte.	- - - - -	- - - - -	- - -	(Father) Thomas O'Dowd.
Charles Rowland - - Gunr.	- - - - -	- - - - -	- - -	(Mother) — Smoughton.

Name and Rank of Husband, Father, or Deceased.	Name of Widow.	Names of Children.	Date of their Birth.	Name of other Cestui que Trusts.
A. Jenkins - - Pte.	- - - - -	- - - - -	- - -	(Mother) — Jenkins.
M. Flaherty - - Pte.	- - - - -	- - - - -	- - -	(Mother) Mary Flaherty.
John Pepper - - Pte.	- - - - -	- - - - -	- - -	(Mother) Susannah Pepper.
John Edward Myers - Pte.	- - - - -	- - - - -	- - -	(Mother) A. Myers.
C. Foster - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Emily Foster.
Thomas Saunders - Sapper	- - - - -	- - - - -	- - -	(Mother) — Saunders.
E. Cook - - - Corpl.	- - - - -	- - - - -	- - -	(Mother) Damaris Cook.
Jesse Stammers - - Pte.	- - - - -	- - - - -	- - -	(Father) Wm. Stammers.
Albert Edward Marsh -Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) Susan Marsh.
A. Croft - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Emily Croft.
E. Connor - - - Pte.	- - - - -	- - - - -	- - -	(Father) Patrick Connor.
Charles Joseph Daniels - Driver	- - - - -	- - - - -	- - -	(Mother) Ruth Daniels.
George Simpkins - - Sergt.	- - - - -	- - - - -	- - -	(Mother) Mary Ann Simp- kins.
Charles Ball - - - Pto.	- - - - -	- - - - -	- - -	(Mother) Caroline Ball.
Thomas Egan - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Bridget Egan.
W. Peatfield - - - Pte.	- - - - -	- - - - -	- - -	(Sister) Mary Peatfield.
Bernard Rice - - - Pte.	- - - - -	- - - - -	- - -	(Mother) Margarett Rice.
William Boyle - Lce.-Corpl.	- - - - -	- - - - -	- - -	(Mother) Bridget Boyle.

E. & O. E.—The above is a Return of the Beneficiaries of the Transvaal War Fund, administered by the Patriotic Fund Commissioners up to 14th February 1901.

S. YOUNG, Colonel,
Secretary.

ROYAL PATRIOTIC FUND.

RETURN for (1) Account of the Net Moneys or Securities paid over or transferred to the Commissioners of the Royal Patriotic Fund on behalf of and for the relief of the Families, or Near Dependents, of the Officers and Men of Her Majesty's Forces, including the Colonial troops, who have lost their lives in, or in consequence of, the war operations in South Africa; (2) Schedule of the Widows, Children, or Near Dependents, or other Cestui que Trusts, ascertainable up to date, entitled to benefit under such Scheme, and the amounts and conditions of their relief.

(*Mr. Kearley.*)

*Ordered, by The House of Commons, to be Printed,
10 May 1901.*

[*Price 10d.*]

ARMY.

RETURN showing the number of Recruits who joined the Cavalry (including Household Cavalry), Royal Artillery, Infantry (including Foot Guards), and Militia, respectively, in the first 3 Months of each Year, from 1897 to 1901, inclusive.

Presented to Parliament by Command of His Majesty.

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1901.

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I.—REGULAR ARMY.

	1897.			1898.			1899.			1900.			1901.			Remarks.
	Cavalry.	Royal Artillery.	Infantry.	Cavalry.	Royal Artillery.	Infantry.	Cavalry.	Royal Artillery.	Infantry.	Cavalry.	Royal Artillery.	Infantry.	Cavalry.	Royal Artillery.	Infantry.	
January ..	344	387	2,169	442	768	2,617	563	821	2,978	1,052	1,500	3,413	985	957	2,984	
February ..	218	517	2,098	296	582	1,946	370	524	2,011	748	1,552	2,774	584	1,262	2,088	
March ..	199	469	1,962	326	592	2,012	329	413	1,656	743	1,487	2,742	656	1,213	2,181	
	761	1,373	6,229	1,064	1,942	6,575	1,262	1,758	6,645	2,543	4,539	8,929	2,175	8,482	7,208	
	8,368			9,581			9,665			16,011			12,810			

These figures are exclusive of men enlisted for 1 year only.

II.—MILITIA.

	1897.		1898.		1899.		1900.		1901.		Remarks.
January	3,869	4,704	4,786	5,081	4,351			
February	3,813	3,549	3,493	3,819	3,251			
March	4,980	4,389	4,188	3,779	3,271			
Total	12,662	12,642	12,467	12,679	10,873			

N.B.—In 1901, 26,843 Recruits were raised in addition during this period for Imperial Yeomanry, South African Constabulary and other special corps raised at home.

Seebyn Good
W.S.

10th May, 1901.

REPORT

BY

MAJOR THE HONBLE. T. F. FREMANTLE,

1ST BUCKS VOLUNTEER RIFLE CORPS,

AND

CAPT. E. C. H. GRANT,

ARGYLL AND SUTHERLAND HIGHLANDERS,

ON

SWISS RIFLE RANGES.

Presented to Parliament by command of His Majesty.



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RIFLE RANGES.

Military Target Ranges.

There are, in Switzerland, ranges of all kinds. Those used by the troops have the firing points and targets entirely in the open. The more modern military ranges have double canvas targets in balanced iron frames, very similar to those used at Bisley and elsewhere, and the frames are fitted to take either square targets or figure targets. The markers are in covered trenches, and ample target sheds, &c., are provided on the spot. Sections of light metal roofing are sometimes provided to protect the iron frames from the weather. The targets used are no larger than 1.80 metres (about 6 ft.) square. The most modern pattern of frame is balanced by a single wire rope passing over a pulley of about 6 in. diameter, fixed in the centre of the framing above. The wire rope has an eye at each end, which is passed over a hook on the inner side of the upper part of the frame. The frame itself has four deeply-grooved pulleys, two at each end, which run on vertical T-shaped iron bars and act as guides. This pattern of frame, invented by Colonel Kindler of Zürich, may be seen at the range of Rehalp, near Zürich, or at the more completely equipped military range at Albisgütli, also near Zürich.

Field-Firing Ranges.

There are also at Wallenstadt and other military centres field-firing ranges fitted up with disappearing figure targets, which are fitted to poles placed horizontally, and capable of revolution through a quarter circle. These are connected to a shot-proof building in a central position by wire rope and turned by windlasses. This method, however, does not cause the figures to appear and disappear with any suddenness. The use of figure targets and head and shoulder targets of wood, which can be placed anywhere, and are so arranged as to fall when hit, is increasing in Switzerland, as they show the actual effect of fire in the field. There has been some difficulty in devising a form of target which would fall with the slight shock of a bullet passing through it and yet could not be blown over by wind; but a simple one, invented by Captain Otter, made of wood, and depending (as other kinds mostly do) on the release of a weighted lever, hung in unstable equilibrium, seems quite satisfactory.

The building from which the targets are worked is in telephonic communication with various points on the ground passed over by the attackers, and the superintending officer accompanying them is thus enabled to give orders from time to time, as the practice proceeds, for the exposure or withdrawal of the various sections of targets. One instrument only is used, and it is carried from place to place as required. It is very much smaller and more portable than the official pattern in use on the military ranges in this country.

Club Ranges.

The Club ranges are of all kinds. Those recently fitted up by wealthy clubs are extraordinarily elaborate and complete. For instance, the new range at Albisgütli, near Zürich, belonging to the Schützengesellschaft der Stadt Zürich, has a shooting-house situated where it commands a lovely view over the town and lake. The building has two storeys; on the lower floor are firing points for 53 targets at 300 metres and 12 revolver targets, and on the upper floor firing points for 15 targets at 400 metres. The targets are.

set against a steep mountain side, those for 400 metres beyond those for 300, while a long wooden screen is placed so as to intercept the view of each set of targets from the firing point of the other set. The nature of the ground is such that there is no object in having safety screens to catch the shots that might pass over the butt. The building contains an armoury and excellent office accommodation, &c. The firing point and targets are connected by a bullet-proof covered way, partly tunnelled, partly built of concrete. The target trenches are very completely equipped; they are entirely under cover and have glass roofing to admit ample light to the targets. At each target is an electric bell, rung by the register-keeper at the firing point whenever a shot is fired, as a warning to the marker. This is an ordinary feature of the better equipped Swiss range. The targets are in pairs, balanced, and run in wooden grooves; they are set very close together, having an interval between them of not more than 18 inches. This is sufficient for so limited a range, and it is the rule in the Swiss club ranges. The Albisgütli club range has a large refreshment building with a very big dining-room and an enormous room half closed in and capable of seating from 2,000 to 3,000. It has cellars well stocked with casks of wine belonging to the club, and the profit on refreshments sold to the shooters and to the numerous other visitors on shooting days is a substantial item in the balance sheet of the club. Adjoining the club range is a range for the use of the troops, with a very complete installation of target frames and targets up to 500 metres; there are good telephone attachments, and the targets are in trenches at different distances from the firing point. Within a few hundred yards of this range, on the same mountain side, is a field firing range fitted with disappearing targets, &c., and in fact a large sum has been spent at Albisgütli by public bodies and by individuals to provide a sufficiency of target accommodation of all kinds.

If the Albisgütli ranges have been described in some detail, it is because they are the newest. But there are others, such as the Stand St. George's at Geneva, which are but little older and very similar in arrangement; these, too, meet every possible want of a rifle club.

The Clubs in the smaller towns have ranges usually equipped with a covered firing point and a covered building to shelter the targets and the markers' trench, but have little elaboration of accommodation or fittings. Such a range will sometimes serve—at different times during the week—Clubs of differing social status. Sunday afternoon is, of course, the most popular time.

The system of balanced canvas targets has been in use in Switzerland for many years, and indeed was introduced thence into this country. But there are many Clubs in Switzerland which have more primitive arrangements. Thus at the village of Möriken, near Aarau, rough frames made of fir-poles are fastened into the ground below a wooded mountain, and on these the targets are hung when required. A small hut placed near by—it was erected by the Commune—serves as a store, and a large flat stone placed upright in front of it forms a shelter for the marker. A cart track across the cultivated ground towards the wood adjoins the range for its whole length, and thus no ground is taken up by a special track up the range. The marker receives a payment of 4 frs. per shooting day, and has to find such accessories as paste and patches. Six targets can be used at once here, and are set up close together, and when this is done six men fire at them simultaneously, and at the conclusion of a series of shots the hits found on each target are signalled. But it is not possible without much delay—nor does it seem to be desired—to mark the value of each shot as it is fired. Such shots as are too high to strike the bank behind the target are received by the timbered slope above, and for any damage done in this way to the timber the Commune (*i.e.*, the body of the ratepayers generally) is responsible, as it is also for damage to crops grown upon the range.

The range accommodation in the smallest villages and hamlets is of the simplest, and dispenses with all fixed plant. Thus at Holderbank, a hamlet of the parish of Möriken, there is nothing to indicate where the targets or firing points are arranged. When firing is to take place, the targets and the very light rough frames on which they are fastened—one can hardly say stretched—are brought out on a hand-truck to a convenient hollow running back under a wooded slope. Some three or four targets are stuck into the

ground with temporary supports, and if the shooting is to be at 300 metres they are erected at that distance from the edge of a public road, which makes a convenient firing point without interfering with the cultivated ground. If the shooting is to be at 400 metres the targets are placed correspondingly further back. There is no attempt at a shelter for the marker, but when all is ready he retires behind a knoll to one side of the targets out of sight until the blast of a horn gives the signal for him to come out, mark the shots which have been fired and patch them over.

The marker wears a scarlet blouse—this is a Swiss custom, and is 300 or 400 years old—and thus in his own person is a danger signal. The shooters place themselves as convenient on the bank or on the flat, and shooting is regulated by the Schützenmeister. There is said to be one village in Switzerland where the marker has no shelter provided, but sits with his wife and drinks his beer at a table 20 or 30 yards to one side of the target, and within full view from the firing point.

Assistance given by the Communes.

The various Communes are under the obligation of providing rifle ranges, and are armed for the purpose with compulsory powers. These rest upon a Federal law of 1st May, 1850, known as the "Loi de l'expropriation pour cause d'utilité publique." Under this law property required for public works or service may be expropriated on payment of a reasonable indemnity.

The Act of 1874, dealing with military organization, imposed on Communes the duty of providing at their own expense sufficient and suitable rifle ranges.

A Federal message of 1st May, 1898, states that great difficulty had been found in the case of some Communes in providing the longer range and greater accommodation required for the new rifle, and that, in some cases, individual interests had stood in the way. It was decided, therefore, to apply the law of expropriation to strengthen the hands of the Communes, and for this purpose ranges are brought under the head of "travaux publics." The property or rights to be taken over are purchased on a valuation made by a Commission.

The liberty of Communes to assist rifle shooting in other ways—as by providing range buildings and giving grants of money for prize shooting—is considerable. The Communes are liable for all damage done to crops or other private property by firing or the use of the range.

Statistics of Swiss Ranges.

The number of ranges in Switzerland was officially reported in 1895 to be 2,735, a number giving not quite one to each of the 3,200 Communes. The discrepancy is explained by the fact that adjoining villages sometimes use a conveniently placed range in common.

The bulk of the shooting is at 300 and 400 metres; hence we find that—

118 ranges were up to 300 metres only.					
1,683	"	"	"	400	" "
500	"	"	"	500	" "
434	"	"	"	600	" or more.
<hr/>					
2,735					

2,080 ranges, or 76 per cent., had no building at either target or firing point. 184 (7 per cent.) had a target shelter only; 110 (4 per cent.) a firing point shelter only; 361 (13 per cent.) buildings at both targets and firing points. It was reported that 2,458 ranges had proper shelters for the markers, but 277 (10 per cent.) not.

2,551 ranges were considered safe as regards the line of fire behind the butts, and 184 (7 per cent.) unsafe; as regards protection from wide lateral shots, 2,490 were found to be sufficiently provided for and 245 (9 per cent.) insufficiently.

Of the whole number of ranges 2,148, or 79 per cent., were passed as satisfying the official requirements, while the remainder failed to do so.

It is worthy of note that there does not seem to have been any desire summarily to close as "dangerous" the ranges not satisfying the official requirements as regards safety. The attention of the district officials and Shooting Committee would, no doubt, be drawn to these cases, and pressure brought to bear and advice given as to the best means of remedying the deficiencies complained of. But we hear of no closing of ranges meanwhile, for in Switzerland rifle practice is recognised to be a necessity.

Screened Ranges.

The rugged nature of the country has removed, for Switzerland, most of the obstacles to finding sites for ranges. In few places is there any difficulty in finding within a short distance a hillside steep enough to form a safe background for the targets. Often there is a long stretch of hill or of timber in the line of fire. But this is not always the case, and in a small proportion of the number of ranges—certainly not nearly all the 361 which were shown in the returns for 1895 as having covered-in firing points and targets—screens are interposed between the butt and the firing-point to intercept any wild shots.

There are sometimes as many as three screens—sometimes only one. Thus, at one of the ranges just outside Berne, there is a high concrete wall about 20 yards in front of the target with window-like openings, framed in iron, in front of each firing-point. Through these the view is limited almost to the competitor's own target. On this range it was clear that a certain number of shots had missed the openings and been stopped by the wall. But there was nothing to interfere with the erratic flight of a bullet which should graze the edge of an opening, nor with one which should strike the ground in front of the target and ricochet upwards. There are, however, 2 or 3 kilometres of wild forest ground behind the targets.

The usual material for intercepting screens is not concrete but timber, often made hollow and packed with shingle, a cheap material and one really effective in stopping modern bullets.

The range at Lucerne is perhaps the most notable Swiss example of a range having houses in rear of it. It has some undulating ground rising—but not steeply—at a little distance behind the butt, and a frequented footpath passes quite close behind the butt. This range, which has twenty-five targets at 300 metres, has existed for some twenty years, and has at least two houses—built, apparently, since the range has been in existence—in the direct line of fire, and within half-a-mile of the butt. Here there are three rows of timbered screens, but no provision whatever for stopping ricochets (except one bank quite near the firer) or shots of wide lateral deviation. The very posts which support the screens are in their degree a source of danger, for a bullet grazing one of them might well pursue a very erratic course to one side. There has never been an accident, so far as could be ascertained, on this range, nor are any special precautions taken as regards the houses in rear or the footpath during firing. It is fair to say that this range was made for the older patterns of rifles with lower velocity than the present, and would not have been passed as safe had it been made in the last few years. As an existing institution it continues; no accident happens and nobody makes complaint; but no doubt before long it will be superseded by one fitter for modern weapons.

At the range at Rehalp, near Zürich, there is a road passing immediately behind the butt, which is high enough to shelter it amply. The butt is somewhat prolonged to one side on account of the road, but not nearly to the extent which would be considered necessary in this country.

A screened range, not unlike some of the Swiss ranges, exists at Milan, near the Porto Romano. Here there are houses within a few hundred yards behind the butt, the ground being very flat. The butt itself is a wall about 30 ft. high, and there are side walls enclosing the range with high wooden screens, placed diagonally, rising above them at intervals. There are three timber screens to intercept high shots, and about three ricochet banks,

topped with loose sand to every 100 yards. But it cannot be said that it would be at all impossible for a grazing bullet to escape from the range. This range is about twenty years old, and, like other Club ranges in Italy, has been brought from the Club by the military authorities. It is now about to be re-arranged, with only one "paraballe" or screen, at 50 metres from the firing point, and a system of ricochet banks; a larger number of targets than those now existing (nearly thirty) will be arranged for by economising space. In this range, as in one at Turin, the butt wall is faced with a deep layer of old clothes to help in stopping the bullets.

The difficulty of making ranges really safe for modern rifles is being felt both in Switzerland and in Italy, and the tendency everywhere is to remove the ranges from out of the inhabited places. In Italy, especially, where much of the country is devoid of hills or forests, the lack of safe ranges has been severely felt. Practice with the Regulation rifle is now limited to a distance of 100 metres, and great efforts, which seem likely to be successful, have been made to devise a cartridge with a very much reduced charge and a lightened bullet, capable of working through the magazine and of making good practice up to 200 or 300 metres. One device is to fill the rear end of the nickel case of the bullet with sand to make it lighter while preserving its dimensions.

There does not seem to be in Switzerland any modern screened range providing the same complete degree of safety as that at Wormwood Scrubbs. In none of them, however, is the view of the surroundings of the target so restricted. It would seem, however, that this restriction of the field of view is inevitable, if complete safety for a range in a thickly populated place is desired.

Where population is not thick it should be possible to obtain practically complete safety by the erection of screens with larger openings and a system of ricochet banks. There is no difficulty in intercepting direct shots that would pass very wide of the target in any direction, and the number of ricochets, which can then occur only by a bullet striking the edge of the opening in a screen or the top of a ricochet bank, should be reducible to an insignificant quantity.

It is not easy to arrive at the cost in Switzerland of erecting safety screens, as the butt and the buildings at the target and firing point represent much the largest proportion of the cost of a completely fitted range.

Covered Firing Points.

The Swiss system of shooting from under a roofed-in building is confessed, by the Swiss rule of conducting all military shooting in the open, not to fulfil all practical requirements. Both covered firing-points and screens put a permanent limit on the distances at which firing can be done. Where the firer is sheltered overhead, behind, and on both sides he does not easily learn to appreciate fully and allow for the conditions of light, wind, and weather, even if his view is not further limited to the openings in screens. In shooting from under cover the appearance of the sights is quite changed, as no light can fall upon them from above or behind. The noise, too, caused by the reverberation of the shot in the building is unpleasantly great.

On the other hand, there are obvious advantages in having firing points sheltered from the weather, with armoury, magazine, offices, &c., under the same roof. The shooters are made comfortable, and, be the weather good or bad, a man going to shoot is sure not to be balked of his practice. Further, when he is sheltered from the wind, his shooting is pleasanter and more accurate. The shooting house becomes a social centre, and on Sunday afternoons, especially when prize meeting or a match is in progress, there are a large number of visitors.

Care in Supervision of Shooting.

There is in Swiss shooting an element which goes far to compensate for any want of precaution in the range accommodation. It is not there the custom to consider that it does not matter if a man misses the target several shots consecutively. Still less would it be thought reasonable to allow him

to fire at a longer distance when he had altogether failed at a shorter one. Careful supervision in the instruction of the boy or the recruit is the invariable rule, and the man who is incapable of shooting fairly well feels himself inferior to others. Anyone firing wildly is at once stopped. How good the average degree of skill is, may be judged from the fact that the 6 ft. square targets on the Club ranges are not placed more than 18 ins. apart, even when used at 400 metres. In deciding whether a range is safe or not it is hardly thought necessary to take the possibility of accidents from carelessness into consideration.

Public Opinion.

A principal element in the provision of ranges in Switzerland is the state of public opinion on the question. The Communes have, as a matter of duty, to provide ranges for their Clubs, while the military authorities provide special ranges for military training. All game rights are now public property, and sold every few years by auction, so that they are subject to any disturbance which may be created by the local range. Everyone is familiar with the rifle and its use, and the existence of a range has for the population none of the terrors which attend an unknown danger; there is no nervousness and therefore no exaggerated fear. Finally, the people recognise the necessity of national defence and of individual skill in shooting, and public opinion supports it. Anyone who attempts selfishly to make difficulties about ranges becomes a public enemy, and no man dares to interfere with the provision of all facilities for the active army, the reserves, and the population to exercise themselves everywhere in the use of their weapons.

MEMORANDUM ON SWISS MUSKETRY TRAINING.

As the Swiss Army is purely a militia force, and as such is only available for training during a short period of each year (in the case of infantry every other year), and as a man, once he has fired his recruit's course of musketry, can, and generally does, fire his annual course in a civilian shooting club, it is very difficult to compare the general method of training in Switzerland with our own, except to a certain extent with that of the recruits and in one or two minor details.

To begin with the recruits. When the men come up for training they are formed into companies of about 100 each with 4 officers, each company under the supervision of a staff officer. The recruit's training lasts 45 days, and in that time he has to learn everything about his business as a soldier. He is kept hard at work and is only taught those things which are absolutely necessary; for instance, as far as manual exercise is concerned, only to "order," "sling," and "pile" arms, as those are considered sufficient for all practical purposes. He is not taught the bayonet exercise. Musketry training is combined with the other work, and is not looked on as a thing by itself, though it is considered the most important part of the training. It is very carefully carried out step by step, the amount of individual attention each man receives being particularly noticeable. Conditions are laid down to be fulfilled at each range before going on to the next, so that no man fires at the long ranges before he is fairly proficient at the shorter ones, thus minimising the chance of accidents. All individual practices are carried out in marching order to accustom the man to firing with his pack on. A rest is used to support the rifle when the recruit first fires at a target, this enables him to confine his attention to begin with to aiming and pressing the trigger properly; it encourages him too by helping him to hit the target when he first commences, and teaches him that he must hold his rifle steady to do so. For shooting standing the rest is a slanting bar of wood, cut in steps, to suit men of different height, fixed on an upright with two cross pieces at the bottom as feet. For the kneeling position, the practice is fired from a shelter trench, the rifle resting on a sandbag on the parapet.

A sandbag is used for lying down. Collective practices are not fired on the measured range, which is used solely for individual shooting. Fire

discipline is carefully taught, but either without ammunition or with blank. Towards the end of the 45 days' training a three or four days' march in full marching order is carried out, the companies either bivouacking or going into billets for the nights. Field firing is carried on on one of these days, a small party under an officer of the instructional staff being sent out to select the position and put up the targets. We saw a company of recruits do their field firing; they had marched about 25 miles the first day, and about 15 the second, on which the field firing took place. The scheme was a very simple one. The targets used were screens about 30 yards long and 20 inches high with heads and shoulders painted on them. In the intervals between these screens were a few separate head and shoulder targets which fell down when hit, and so helped the firers in finding the range, as the ground was not favourable for seeing the shots strike. The exercise was carried out without any noise or confusion, the men firing steadily and well and taking every advantage of cover, in fact, considering that these men had only had about six weeks' training, the results were extraordinarily good.

The trained man, that is to say, the man who has gone through the above-mentioned 45 days' work, which is the principal training of his whole service in the army, only comes up afterwards for 18 days every other year, but he has to fire a course of musketry every year, which he does as explained in para. 12 of the Report on Rifle Clubs.

Other points for comparison are as follows:—

(1) No money prizes are given for shooting in the annual course; badges of different sorts, which are worn on the arm, take their place.

(2) Volley firing is never employed, but a kind of independent, one round at a time is used instead. It is carried out as follows:—The fire unit commander gives the command "ready," points out the target and names the distance; he then simply gives the command "fire," on which each man comes to the "present" independently, fires one round, reloads, and remains at the "ready" till the section is ordered to fire again. They say this method gives better results than volleys, for the following reasons. With volleys, if a man has not got a satisfactory aim when the command "fire" is given, he either does not fire at all, or fires and misses the target, and that even when a man has got a good aim, the fact of his having to fire by word of command often causes him to jerk or pull at the trigger and consequently to go very wide of the mark. They also say their method is quite as good, if not better, than volleys for finding the range. It was not adopted until after the two systems had been most exhaustively tried one against the other. Their whole system of fire discipline in fact is much less rigorous and centralised than ours, a great deal being left to the common sense and initiative of the private soldier, while at the same time the fire is absolutely controlled.

(3) Ammunition on the soldier is carried as follows:—For the magazine, chargers holding 6 rounds each in pouches on the waist-belt. For single loading, a strip of felt with loops for 30 separate cartridges is buttoned on the tunic, one end to one of the front middle buttons and the other to a button on the left shoulder; a similar strip, ready filled, is carried in a pocket underneath the valise, so that it can be got at quite easily by the man himself. When he has finished the first strip, he has only to unbutton it and replace it by the full one.

GEORGE
UNIVERSITY
JAN 20 1901

THE
ANNUAL RETURN
OF THE
VOLUNTEER CORPS
OF
GREAT BRITAIN
For the Year 1900.

Presented to Parliament by Command of His Majesty.



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1901.

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TABLE OF CONTENTS.

Subject.	Page.
PART I.—CORPS DETAILS.	
Light Horse Volunteers	11
Artillery.. .. .	11
Engineer	14
Engineer Submarine Miners	15
Rifle	16
Medical Staff Corps	26
Honourable Artillery Company	26
Bermuda Volunteer Rifle Corps	26
PART II.—SUMMARIES.	
General Summary	30
Strength by Ranks	31
Increase and Decrease.. .. .	32
Ages	33
Past Services	33
District Summary by Arms	34
County Summary by Arms	38
County Summary all Arms	46
Strength of the Volunteer Force, 1891—1900	50—59
Recapitulation of Totals	60

PART I.—CORPS DETAILS.

(7287)

A 2

INDEX.

VOLUNTEER LIGHT HORSE.

Title.	Page.
1st Fifehire	11
1st Forfarshire	

VOLUNTEER ARTILLERY.

Title.	Division of Royal Artillery to which attached.	Page.
1st Aberdeenshire V.A.	Southern	11
1st Argyll and Bute V.A.		
1st Ayrshire and Galloway V.A.		
1st Banff V.A.		
1st Berwickshire V.A.		
1st Berwick-on-Tweed V.A.	Western	
1st Caithness V.A.	Southern	
1st Cheshire and Carnarvonshire V.A.	Southern	
1st Cinque Ports V.A. (E. Div. R. Art.)	Eastern	
2nd Cinque Ports V.A. (E. Div. R. Art.)		
1st Cornwall (Duke of Cornwall's) V.A. (W. Div. R. Art.)	Western	
1st Cumberland V.A.	Southern	
1st Devonshire V.A. (W. Div. R. Art.)	Western	
2nd Devonshire V.A. (W. Div. R. Art.)		
1st Dorsetshire V.A. (S. Div. R. Art.)	Southern	
1st Durham V.A. (W. Div. R. Art.)	Western	
2nd Durham (Seaham) (W. Div. R. Art.)		
3rd Durham V.A. (W. Div. R. Art.)		
4th Durham V.A. (W. Div. R. Art.)		
1st Edinburgh (City) V.A.	Southern	
1st Essex V.A. (E. Div. R. Art.)	Eastern	
1st Fifehire V.A.	Southern	
1st Forfarshire V.A.		
1st Glamorganshire V.A.	Western	
2nd Glamorganshire V.A.		
1st Gloucestershire V.A.	Southern	
1st Hampshire V.A. (S. Div. R. Art.)		
2nd Hampshire V.A. (S. Div. R. Art.)	Southern	
The Highland V.A.	Eastern	
1st Kent V.A. (E. Div. R. Art.)		
2nd Kent V.A.		
3rd Kent V.A.	Southern	
1st Lanarkshire V.A.		
1st Lancashire V.A.	Southern	
2nd Lancashire V.A.		
3rd Lancashire V.A.		
4th Lancashire V.A.		
5th Lancashire V.A.		
6th Lancashire V.A.		
7th Lancashire V.A.		
8th Lancashire V.A.		
9th Lancashire V.A.		
1st Lincolnshire V.A. (W. Div. R. Art.)	Western	
1st London V.A. (City of London)	Eastern	
2nd Middlesex V.A.	Eastern	
3rd Middlesex V.A.		
1st Midlothian V.A.	Southern	
1st Monmouthshire V.A.	Western	
1st Newcastle-on-Tyne V.A. (W. Div. R. Art.)	Western	
1st Norfolk V.A. (E. Div. R. Art.)	Eastern	

VOLUNTEER ARTILLERY—continued.

Title.	Division of Royal Artillery to which attached.	Page.
1st Northumberland V.A. (W. Div. R. Art.) ..	Western	
2nd Northumberland (Percy) V.A. (W. Div. R. Art.) ..		
1st Orkney V.A. ..	Southern	
1st Renfrew and Dumbarton V.A. ..		
1st Shropshire and Staffordshire V.A. ..	Eastern	
1st Suffolk and Harwich ..		
1st Sussex V.A. (E. Div. R. Art.) ..	Western	18
2nd Sussex V.A. ..		
The Tynemouth V.A. (W. Div. R. Art.) ..	Southern	
1st Warwickshire ..		
1st Worcestershire V.A. ..	Western	
1st East Riding Yorkshire V.A. (W. Div. R. Art.) ..		
2nd East Riding Yorkshire V.A. (W. Div. R. Art.) ..		
1st North Riding Yorkshire V.A. (W. Div. R. Art.) ..		
1st West Riding Yorkshire V.A. (W. Div. R. Art.) ..		
2nd West Riding Yorkshire V.A. (W. Div. R. Art.) ..		
4th West Riding Yorkshire V.A. (W. Div. R. Art.) ..		

VOLUNTEER ENGINEERS.

FORTRESS AND RAILWAY FORCES.

Title.	Page.
1st Aberdeenshire ..	14
1st Bedford ..	
1st Cheshire ..	
2nd Cheshire (Railway) ..	
1st Devonshire and Somersetshire ..	
1st Durham ..	
1st Flint ..	
1st Gloucestershire ..	
2nd Gloucestershire ..	
1st Hampshire ..	
1st Lanarkshire ..	
1st Lancashire ..	
2nd Lancashire ..	
1st London ..	15
1st Middlesex ..	
1st Newcastle-on-Tyne ..	
1st Northamptonshire ..	
1st Sussex ..	
2nd Tower Hamlets ..	
1st Yorkshire (West Riding) ..	15
2nd Yorkshire (..) ..	
Electrical Engineers ..	
Engineer and Railway Volunteer Staff Corps ..	

SUBMARINE MINERS.

Divisions.	Page.
The Clyde Division ..	15
Forth ..	
Mersey ..	
Severn ..	
Tay ..	
Tees ..	
Tyne ..	

VOLUNTEER BATTALIONS.

	Page.	Territorial Regiment.	Regi- mental District.
Aberdeenshire, 1st, 2nd, 3rd, and 4th Vol. Bns.	18	Gord. Highrs. . . .	75
Argyll, 5th Vol. Bn. . . .	16	Arg. and Suth'd Highrs.	91
Ayrshire, 1st and 2nd Vol. Bns. . .	22	R. Sc. Fus. . . .	21
Banffshire, 6th Vol. Bn. . . .	18	Gord. Highrs. . . .	75
Bedfordshire, 3rd Vol. Bn. . . .	16	Bedf. R. . . .	16
Berkshire, 1st Vol. Bn. . . .	16	R. Berks. R. . . .	49
Berwickshire, 2nd Vol. Bn. . . .	18	K.O. Sco. Bord. . . .	25
Brecknockshire, 1st Vol. Bn. . . .	24	S. Wales Bord. . . .	24
Bucks, 1st Corps, 4th Vol. Bn. . . .	22	Oxf. L.I. . . .	43
Cambridgeshire, 3rd and 4th Vol. Bns.	24	Suff. R. . . .	12
Carnarvonshire, 3rd Vol. Bn. . . .	24	R.W. Fus. . . .	23
Cheshire, 1st, 2nd, 3rd, 4th, and 5th Vol. Bns.	16	Chesh. R. . . .	22
Cinque Ports, 1st Corps	24	R. Suss. R. . . .	35
Clackmannan and Kinross, 7th Vol. Bn.	16	Arg. and Suth'd Highrs.	91
Cornwall, 1st and 2nd Vol. Bns. . .	16	D. of Corn. L.I. . .	32
Cumberland, 1st and 3rd Vol. Bns. .	16	Bord. R. . . .	34
Denbighshire, 1st Vol. Bn. . . .	24	R.W. Fus. . . .	23
Derbyshire, 1st and 2nd Vol. Bns. .	16	Derby R. . . .	45
Devonshire, 1st, 2nd, 3rd, 4th, and 5th Vol. Bns.	16	Devon R. . . .	11
Dorsetshire, 1st Vol. Bn. . . .	16	Dorset R. . . .	39
Dumbartonshire, 1st Corps	16	Arg. and Suth'd Highrs.	91
Dumfries, 3rd Vol. Bn. . . .	18	K.O. Sco. Bord. . . .	25
Durham, 1st, 2nd, 3rd, 4th, and 5th Vol. Bns.	16	Durh. L.I. . . .	68
Edinburgh, The Queen's Rifle Vol. Brigade, and 4th Vol. Bn.	22	R. Scots. . . .	1
Elgin, 3rd Vol. Bn. . . .	24	Sea. Highrs. . . .	72
Essex, 1st, 2nd, 3rd, and 4th Vol. Bns.	16	Essex R. . . .	44
Fife, 6th Vol. Bn. . . .	22	R. Highrs. . . .	42
Flintshire, 2nd Vol. Bn. . . .	24	R.W. Fus. . . .	23
Forfar, 1st, 2nd, and 3rd Vol. Bns. .	22	R. Highrs. . . .	42
Galloway	22	K.O.S.B. . . .	25
Glamorgan, 2nd and 3rd Vol. Bns., 3rd Corps	26	Welsh R. . . .	41
Gloucestershire, 1st, 2nd, and 3rd Vol. Bns.	18	Glouc. R. . . .	28
Haddington, 7th Vol. Bn. . . .	22	R. Scots. . . .	1
Hampshire, 1st, 2nd, 3rd, and 4th Vol. Bns.	18	Hamps. R. . . .	37
Herefordshire, 1st Corps	24	Shrops. L.I. . . .	53
Hertfordshire, 1st and 2nd Vol. Bns. .	16	Bedf. R. . . .	16
Inverness-shire, 1st Vol. Bn. . . .	16	Cam'n Highrs. . . .	79
Ile of Man, 7th Vol. Bn. . . .	20	L'pool R. . . .	8
Ile of Wight, 5th Vol. Bn. . . .	18	Hamps. R. . . .	37
Kent:			
1st and 2nd Vol. Bns. . . .	18	E. Kent R. . . .	3
1st, 2nd, and 3rd Vol. Bns. . . .	18	R.W. Kent R. . . .	50
Kincardineshire and Aberdeenshire, 5th Vol. Bn.	18	Gord. Highrs. . . .	75
Lanarkshire:			
1st Corps, 2nd Vol. Bn., 3rd Corps, and 4th Vol. Bn.	22	Sco. Rif. . . .	26
1st, 2nd, and 3rd Vol. Bns., 9th Corps, 5th Vol. Bn.	18	High. L.I. . . .	71
Lancashire:			
1st Vol. Bn. . . .	20	R. Lanc. R. . . .	4
1st, 2nd, 3rd, 4th, 5th, and 6th Vol. Bns.	20	L'pool R. . . .	8

VOLUNTEER BATTALIONS—continued.

	Page.	Territorial Regiment.	Regi- mental District.
Lancashire—contd.			
1st, 2nd, and 3rd Vol. Bns.	20	Lan. Fus.	20
1st and 2nd Vol. Bns.	20	E. Lan. R.	30
1st and 2nd Vol. Bns.	20	S. Lan. R.	40
1st and 2nd Vol. Bns.	20	N. Lan. R.	47
1st, 2nd, 3rd, 4th, 5th, and 6th Vol. Bns.	20	Manch. R.	63
Leicestershire, 1st Vol. Bn.	20	Leic. R.	17
Lincolnshire, 1st, 2nd, and 3rd Vol. Bns.	20	Line. R.	10
Linlithgowshire, 8th Vol. Bn.	22	R. Scots.	1
London, 1st, 2nd, 3rd, and 4th Corps	18	K.R. Rif. C.	Rif. Dep.
Middlesex:			
1st, 2nd, and 3rd Vol. Bns.	22	R. Fus.	7
1st and 2nd Vol. Bns. and 17th Corps	20	Midlx. R.	57
1st 2nd, 4th, 5th, 9th, 12th, 13th, 21st, 22nd, and 25th Corps.	18	K.R. Rif. C.	Rif. Dep.
7th 14th, 15th, 16th, 18th, 19th, 20th, 24th, and 26th Corps.	22	Rif. Brig.	Rif. Dep.
Midlothian, 5th and 6th Vol. Bns.	22	R. Scots.	1
Monmouthshire, 2nd, 3rd, and 4th Vol. Bns.	24	S. Wales Bord.	24
Montgomery, 5th Vol. Bn.	24	S. Wales Bords.	24
Newcastle-on-Tyne, 3rd Vol. Bn.	20	North'd Fus.	5
Norfolk, 1st, 2nd, 3rd, and 4th Vol. Bns.	20	Norf. R.	9
Northamptonshire, 1st Vol. Bn.	20	North'n R.	48
Northumberland, 1st and 2nd Vol. Bns.	20	North'd. Fus.	5
Nottinghamshire:			
1st Corps	16	Derby R.	45
4th Vol. Bn.			
Oxfordshire, 1st and 2nd Vol. Bns.	22	Oxf. L.I.	43
Pembrokeshire, 1st Vol. Bn.	26	Welsh R.	41
Perthshire, 4th and 5th Vol. Bns.	22	R. Highrs.	42
Renfrewshire, 1st, 2nd, and 3rd Vol. Bns.	16	Arg. and Suth'd Highrs.	91
Ross-shire, 1st Vol. Bn.	24	Sea. Highrs.	72
Roxburgh and Selkirk, 1st Corps	19	K.O. Sco. Bord.	25
Shropshire, 1st and 2nd Vol. Bns.	24	Shrops. L.I.	53
Somersetshire, 1st, 2nd, and 3rd Vol. Bns.	24	Som. L.I.	13
Staffordshire:			
1st, 2nd, and 3rd Vol. Bns.	24	S. Staff. R.	38
1st and 2nd Vol. Bns.	24	N. Staff. R.	64
Stirlingshire, 4th Vol. Bn.	16	Arg. and Suth'd Highrs.	91
Suffolk, 1st and 2nd Vol. Bn.	24	Suff. R.	12
Surrey:			
1st, 2nd, 3rd, and 4th Vol. Bns.	24	R.W. Surrey R.	2
1st Corps, 2nd, 3rd, and 4th Vol. Bns.	24	E. Surrey R.	31
Sussex, 1st and 2nd Vol. Bns.	24	R. Suss. R.	35
Sutherland, 1st Corps	24	Sea. Highrs.	72
Tower Hamlets, 1st and 2nd Corps	22	Rif. Brig.	Rif. Dep.
Warwickshire, 1st and 2nd Vol. Bns.	24	R. War. R.	6
Westmoreland, 2nd Vol. Bn.	16	Bord. R.	34
Wiltshire, 1st Corps, 2nd Vol. Bn.	26	Wilt. R.	62
Worcestershire, 1st and 2nd Vol. Bns.	26	Worc. R.	29
Yorkshire (East Rid.), 1st and 2nd Vol. Bns.	26	E. York. R.	15
Yorkshire (Nth. Rid.), 1st and 2nd Vol. Bns.	26	York. R.	19

VOLUNTEER BATTALIONS—continued.

	Page.	Territorial Regiment.	Regi- mental District.
Yorkshire (W. Rid.):			
1st, 2nd, and 3rd Vol. Bns.	26	W. York R.	14
1st, 2nd, and 3rd Vol. Bns.	26	W. Rid. R.	33
1st Vol. Bn.	26	York L.I.	51
1st and 2nd Vol. Bns.	26	York and Lanc. R. ..	65
Volunteer Medical Staff Corps ..	26	Medical Staff Corps ..	—

INDEX TO VOLUNTEER CORPS HAVING SPECIAL TITLES.

Special Title.	Official Title.	Page.
VOLUNTEER ARTILLERY.		
(City of London)	1st London Vol. Art.	13
(Duke of Cornwall's)	1st Cornwall Vol. Art.	11
(Edinburgh City)	1st Edinburgh Vol. Art.	12
(Manchester Artillery, The) ..	7th Lancashire Vol. Art. ..	13
(Percy)	2nd Northumberland Vol. Art. ..	13
(Royal Arsenal)	3rd Kent Vol. Art.	12
(Seaham)	2nd Durham Vol. Art.	12
VOLUNTEER ENGINEERS.		
(Bristol Engineer Vol. Corps, The)	2nd Gloucester Engineers	14
(Buckley)	1st Flint Engineers	14
(East London)	2nd Tower Hamlets Engineers ..	14
(Leeds)	2nd West Riding Yorkshire Engineers ..	15
(Railway)	2nd Cheshire Engineers	14
(Sheffield)	1st West Riding Yorkshire Engineers ..	15
(St. Helen's, The)	2nd Lancashire Engineers	14
INFANTRY (RIFLE) VOLUNTEERS.		
(Angus)	2nd Vol. Bn. Royal Highlanders ..	22
(Ardwick)	5th Vol. Bn. Manchester Regiment ..	20
(Artists)	20th Middlesex Vol. Rifle Corps ..	22
(Bank of England)	25th Middlesex Vol. R.C.	18
(Berwickshire)	2nd Vol. Bn. K.O. Scottish Borderers ..	18
(Blythwood, The)	3rd Vol. Bn. Highland Light Infantry ..	18
(Border, The)	1st Roxburgh and Selkirk Vol. R.C. ..	18
(Brecknockshire)	1st Vol. Bn. South Wales Borderers ..	24
(Buchan, The)	3rd Vol. Bn. Gordon Highlanders ..	18
(Cambridgeshire)	3rd Vol. Bn. Suffolk Regiment	24
(Cambridge University)	4th Vol. Bn. Suffolk Regiment	24
(Central London Rangers)	22nd Middlesex Vol. Rifle Corps ..	18
(City of Bristol)	1st Vol. Bn. Gloucestershire Regiment ..	18
(City of Dundee)	1st Vol. Bn. Royal Highlanders	22
(City of London Rifle Vol. Bde.)	1st London Vol. Rifle Corps	18
(Clackmannan and Kinross) ..	7th Vol. Bn. Argyll and Sutherland Highlanders.	16
(Cumberland)	1st and 3rd Vol. Bns. Border Regiment ..	16
(Customs and Docks, The) ..	15th Middlesex Vol. Rifle Corps	22
(Cyclist)	26th Middlesex Vol. Rifle Corps	22
(Deeside Highland)	5th Vol. Bn. Gordon Highlanders	18
(Donside Highland)	4th Vol. Bn. Gordon Highlanders	18
(Duke of Connaught's Own) ..	3rd Vol. Bn. Hampshire Regiment	18
(Dundee Highland)	3rd Vol. Bn. Royal Highlanders	22

INDEX TO VOLUNTEER CORPS HAVING SPECIAL TITLES—*continued*.

Special Title.	Official Title.	Page.
(Dumfries)	3rd Vol. Bn. K.O. Scottish Borderers ..	18
(Earl of Chester's)	2nd Vol. Bn. Cheshire Regiment ..	16
(Eton College)	4th Vol. Bn. Oxfordshire L.I. ..	22
(Exeter and South Devon) ..	1st Vol. Bn. Devonshire Regiment ..	16
(Fifeshire)	6th Vol. Bn. Royal Highlanders ..	22
(Finsbury Rifle Vol. Corps, The)	21st Middlesex Vol. Rifle Corps ..	18
(Galloway)	Galloway Vol. Rifle Corps ..	22
(Glasgow Highland)	5th Vol. Bn. Highland L.I. ..	18
(Hallamshire)	1st Vol. Bn. York and Lancaster Regt. ..	26
(Hay Tor, The)	5th Vol. Bn. Devonshire Regiment ..	16
(Hertfordshire) 1st	1st Vol. Bn. Bedfordshire Regiment ..	16
(Hertfordshire) 2nd	2nd Vol. Bn. Bedfordshire Regiment ..	16
(Inns of Court)	14th Middlesex Vol. Rifle Corps ..	22
(Inverness-shire Highland) ..	1st Vol. Bn. Queen's Own Cameron Highrs. ..	16
(Isle of Man)	7th Vol. Bn. Liverpool Regiment ..	20
(Isle of Wight, "Princess Beatrice's")	5th Vol. Bn. Hampshire Regiment ..	18
(Liverpool Irish)	5th Vol. Bn. Liverpool Regiment ..	20
(London Irish)	16th Middlesex Vol. Rifle Corps ..	22
(London Scottish)	7th Middlesex Vol. Rifle Corps ..	22
(London, South)	1st Surrey Vol. Rifle Corps ..	24
(London, West)	4th Middlesex Vol. Rifle Corps ..	18
(Middlesex, North)	17th Middlesex Vol. Rifle Corps ..	20
(Middlesex, South)	2nd Middlesex Vol. Rifle Corps ..	18
(Middlesex, West)	5th Middlesex Vol. Rifle Corps ..	18
(Morayshire)	3rd Vol. Bn. Seaforth Highlanders ..	24
(Nottinghamshire)	4th Vol. Bn. Derbyshire Regiment ..	16
(Oxford University)	1st Vol. Bn. Oxfordshire Light Infantry ..	22
(Pembrokeshire)	1st Vol. Bn. Welsh Regiment ..	26
(Perthshire)	4th Vol. Bn. Royal Highlanders ..	22
(Perthshire Highland)	5th Vol. Bn. Royal Highlanders ..	22
(Prince of Wales's)	2nd Vol. Bn. Devonshire Regiment ..	16
Prince of Wales's Own, The ..	12th Middlesex (Civil Service) Vol. Rifle Corps ..	18
(Queen's)	13th Middlesex Vol. Rifle Corps ..	18
(Queen's Rifle Vol. Bde., The)	The Queen's Rifle Volunteer Brigade, Royal Scots ..	22
(Renfrewshire) 1st	1st Vol. Bn. Argyll and Sutherland Highrs. ..	16
(Renfrewshire) 2nd	2nd Vol. Bn. Argyll and Sutherland Highrs. ..	16
(Renfrewshire) 3rd	3rd Vol. Bn. Argyll and Sutherland Highrs. ..	16
(Robin Hood)	1st Nottinghamshire Vol. Rifle Corps ..	16
(Ross Highland)	1st Vol. Bn. Seaforth Highlanders ..	24
(St. Giles's and St. George's, Bloomsbury.)	19th Middlesex Vol. Rifle Corps ..	22
(Stirlingshire)	4th Vol. Bn. Argyll and Sutherland Highrs. ..	16
(Sunderland)	3rd Vol. Bn. Durham Light Infantry ..	16
(Sutherland Highland, The) ..	1st Sutherland Vol. Rifle Corps ..	24
(Tower Hamlets Rifle Volunteer Brigade, The)	1st Tower Hamlets Vol. Rifle Corps ..	22
(Victoria and St. George's) ..	1st Middlesex Vol. Rifle Corps ..	18
(Weald of Kent, The)	2nd Vol. Bn. East Kent Regiment ..	18
(Westmoreland)	2nd Vol. Bn. Border Regiment ..	16

Arm, County Title, and No. of Corps.	Station of Head Quarters.	Number of		Estab- lishment.	*Efficients.			Non- Effi- cienta. Banks.	Total all Banks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics or Artillery.		Who have earned the Grant for Signalling.		Present at Inspec- tion.	Cyclists.	
		Posi- tion Bat- teries.	Garr- ison Com- panies.		Officers.	Non- Com. Officers and Men.	Officers. Ser- jeants.			Non- Com. Officers.	Non- Com. Officers.							
LIGHT HORSE.																		
Fifeshire .. 1st	Cupar ..	..	..	243	9	84	41	134	9	10	..	..	..	..	96	..
Forfeshire .. 1st	Dundee ..	..	..	61	3	35	—	38	3	5	..	..	..	..	25	..
	Total	..	..	304	12	119	41	172	12	15	..	..	..	..	120	..
ARTILLERY.																		
Aberdeenshire .. 1st	Aberdeen ..	2	9	1,047	36	926	1	963	27	49	15	..	..	..	878	..
Argyll and Butc.. 1st	Rothceay ..	..	124	1,011	39	907	33	979	29	48	5	..	..	..	838	..
Ayr and Galloway 1st	Kilmarnock ..	2	7	891	44	955	2	1,001	32	49	4	..	..	..	870	..
Banffshire .. 1st	Banff ..	..	8	649	39	631	1	671	28	36	10	..	..	..	551	..
Berwickshire .. 1st	Eyemouth ..	..	1	81	2	65	2	69	2	4	..	..	..	..	51	..
Berwick-on-Tweed 1st	Berwick-on-Tweed ..	..	2	161	6	156	4	166	4	9	..	..	..	..	148	..
Caithness .. 1st	Thurso ..	..	7	567	24	472	11	507	17	30	7	..	..	..	445	..
Cheshire and Oar- navon .. 1st	Chester ..	3	7	1,048	35	969	7	1,011	32	54	14	..	..	..	857	..
Cinque Ports {	1st Dover ..	..	10	808	32	770	13	815	24	39	5	..	..	..	781	..
	2nd St. Leonards ..	3	..	485	16	458	11	485	12	30	4	..	..	..	462	..
Cornwall .. 1st	Falmouth ..	..	13	10,54	38	1,055	17	1,110	35	51	6	..	..	..	1,055	..
Cumberland .. 1st	Carlisle ..	..	7	566	29	628	..	652	21	32	10	..	..	..	617	..
Devonshire {	1st Exeter ..	..	10	810	40	861	1	902	28	44	8	..	..	..	802	..
	2nd Devonport ..	..	10	808	30	526	71	627	26	37	9	..	..	..	574	..
Dorsetshire .. 1st	Weymouth ..	..	12	968	27	829	8	864	33	47	7	..	..	..	731	..

* Including boys who have qualified for the Capitation Grant as Trumpeters or Musicians.

Lancashire	7th	Manchester	5	805	21	861	..	883	19	47	11	..	..	774	..
Lincolnshire	8th	Liverpool ..	..	644	18	499	42	559	14	84	1	..	..	455	..
London ..	9th	Bolton ..	3	484	18	475	28	689	16	28	9	..	..	495	..
	1st	Grimsby ..	4	645	22	645	2	689	17	35	3	..	..	680	..
	1st	Leeds ..	..	1,238	40	1,334	18	1,392	26	64	8	..	..	1,805	..
	2nd	Leeds ..	..	644	25	576	6	607	22	36	13	..	..	584	..
Middlesex	3rd	Leeds ..	..	965	26	852	50	928	26	52	7	..	..	847	..
	1st	Leeds ..	..	726	22	643	26	691	17	39	11	..	..	538	..
	1st	Leeds ..	3	484	21	453	6	480	15	27	8	..	..	483	..
	1st	Leeds ..	4	644	31	545	14	590	23	38	11	..	..	406	..
	1st	Leeds ..	4	1,291	33	1,044	25	1,102	29	66	1	..	..	1,021	..
	1st	Leeds ..	4	645	27	488	..	515	22	44	17	..	..	429	..
	2nd	Leeds ..	4	646	27	540	..	578	19	30	10	..	..	574	..
	1st	Leeds ..	1	729	31	488	17	516	25	38	4	..	..	428	..
	1st	Leeds ..	1	565	26	483	7	516	20	27	8	..	..	465	..
	1st	Leeds ..	4	645	28	687	26	741	19	40	12	..	..	542	..
	1st	Leeds ..	..	566	24	471	10	505	22	32	7	..	..	492	..
	1st	Leeds ..	..	886	24	725	20	769	18	39	1	..	..	727	..
	2nd	Leeds ..	2	484	20	464	54	538	16	33	7	..	..	353	..
	1st	Leeds ..	1	644	19	617	5	641	17	37	5	..	..	569	..
	1st	Leeds ..	4	644	18	445	9	472	12	37	7	..	..	429	..
	1st	Leeds ..	4	646	24	626	12	662	18	28	8	..	..	534	..
	1st	Leeds ..	1	646	23	611	27	681	17	34	7	..	..	631	21
	2nd	Leeds ..	1	965	38	780	53	871	35	49	25	..	..	769	..
	1st	Leeds ..	4	726	24	607	101	732	16	43	5	..	..	609	..
	1st	Leeds ..	4	645	27	641	26	694	21	41	16	..	..	615	..
	2nd	Leeds ..	4	645	23	631	1	655	15	36	8	..	..	593	..
	4th	Leeds ..	4	645	17	598	20	625	11	40	3	..	..	587	..
Total Volunteer Artillery			122	51,874	1,864	47,196	1,285	50,327	1,487	2,750	588	..	2	44,489	63

* Including boys who have qualified for the Capitation Grant as Trumpeters or Musicians.

1st November,

Arm, County Title, and No. of Corps.	Station of Head Quarters.	Estab- lishment.	*Efficienta.		Non- Effi- cienta.	Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned theGrant for Tactics.	Who have earned the Grant for Signalling.		Present at Inspec- tion.	Cyclists.
			Officern.	Non- Com. Officers and Men.			Officers.	Serjeants.		Officers.	Non- Com. Officers.		
ENGINEERS.													
(Fortress and Railway.)													
Aberdeenshire ..	1st	604	19	575	6	600	17	34	8	..	..	581	..
Bedfordshire ..	1st	604	16	323	..	339	3	2	1	..	..	352	..
Cheshire ..	1st	604	26	578	6	610	20	33	7	..	..	482	..
	2nd	604	23	489	3	495	17	33	4	..	..	485	..
Devonshire ..	1st	1,007	29	827	12	868	22	39	..	..	..	838	..
Somersetshire ..	1st	705	23	724	10	757	21	40	2	..	..	661	..
Durham ..	1st	160	5	136	1	143	4	8	..	..	..	102	..
Flint ..	1st	805	19	669	110	888	16	26	2	..	..	538	..
Gloucestershire ..	1st	1,120	35	941	27	1,008	28	51	6	..	..	815	32
	2nd	604	18	538	3	559	18	33	6	..	..	541	..
Hampshire ..	1st	1,207	28	1,086	65	1,179	27	64	16	..	..	1,003	..
Lancashire ..	1st	903	27	558	27	607	24	45	3	..	..	541	..
Lancashire ..	1st	604	22	576	5	603	17	34	3	..	..	551	..
	2nd	805	22	783	1	806	13	44	5	..	..	756	..
London ..	1st	805	26	707	28	761	21	42	3	..	..	686	..
Middlesex ..	1st	805	25	642	11	678	22	44	4	..	..	624	..
Newcastle-on-Tyne ..	1st	201	4	123	5	132	3	5	..	..	..	112	..
Northamptonshire..	1st	1,208	25	933	28	1,006	21	64	1	..	..	836	..
Sussex ..	1st	1,231	24	1,046	4	1,074	19	65	5	..	..	989	..
Tower Hamlets ..	2nd	10, Victoria Park Square, E.											

Yorkshire, West Riding ..	1st	Sheffield ..	706	28	660	5	698	24	38	4	..	..	587	..
Electrical Engineers ..	2nd	Leeds ..	1,006	27	876	23	925	23	54	1	..	..	747	1
Engineer and Railway Volunteer Staff Corps ..	..	13, Victoria - street, S.W.	576	12	274	29	315	..	..	..	..	..	290	..
	..	21, Delahay-street, Westminster, S.W.	110	42	..	..	42	..	..	..	..	..	..	..
Total Volunteer Engineers .. (Fortress and Railway)			16,977	520	13,949	408	14,877	380	798	81	..	..	13,017	33
(Sub-Marine Miners.)														
Clyde Division ..	..	Greenock ..	259	10	226	9	245	..	..	..	..	..	238	..
Forth ..	..	Leith ..	259	16	232	10	258	..	..	1	..	..	209	..
Mersey ..	..	Liverpool ..	196	12	178	5	195	..	..	..	..	..	190	..
Severn ..	..	Cardiff ..	259	17	225	17	259	..	..	1	..	..	201	..
Tay ..	..	Broughty Ferry ..	259	11	226	..	237	..	..	..	..	..	206	..
Tees ..	..	Middlesbrough ..	133	8	111	12	131	..	..	..	..	..	120	..
Tyne ..	..	North Shields ..	324	11	264	33	308	..	..	1	..	..	231	..
Total Volunteer Engineers .. (Sub-Marine Miners)			1,689	85	1,462	86	1,633	..	..	3	..	..	1,382	..

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Estab-lish-ment.	*Efficients.		Non-Effi-icients.	Total all Ranks.
				Officers.	Non-Com. Officers and Men.		
	INFANTRY (RIFLE).						
91	Argyll and Sutherland High-landers ..	1st Vol. Bn. Greenock	1,171	37	1,108	31	1,171
		2nd „ Paisley	1,170	28	842	23	893
		3rd „ Pollockshaws ..	1,171	31	804	29	864
		4th „ Stirling	1,168	34	861	15	910
		5th „ Dunoon	1,172	27	806	29	862
		1stDumbar- ton V.R. Helensburgh ..	1,666	45	1,359	27	1,431
		7th Vol. Bn. Alloa	934	30	783	26	839
16	Bedfordshire Re- giment ..	1st Vol. Bn. Hertford	1,053	32	873	15	920
		2nd „ Gt.Berkhamstead ..	936	23	645	16	684
		3rd „ Bedford	1,052	20	880	27	877
40	Berkshire Regi- ment, Royal ..	1st Vol. Bn. Reading	1,757	43	1,296	1	1,340
24	Border Regiment ..	1st Vol. Bn. Carlisle	933	27	698	4	729
		2nd „ Kendal	1,056	25	682	17	674
		3rd „ Workington	934	19	781	38	838
79	Cameron High- landers,Queen's Own	1st Vol. Bn. Inverness	1,169	27	834	11	872
22	Cheshire Regi- ment	1st Vol. Bn. Birkenhead ..	1,402	40	1,068	21	1,129
		2nd „ Chester	1,402	23	927	11	961
		3rd „ Knutsford.. ..	936	20	833	24	877
		4th „ Stockport	1,634	35	1,331	23	1,389
		5th „ Congleton.. ..	1,167	29	948	10	987
45	Derbyshire Regi- ment.. ..	1st Vol. Bn. Derby	1,400	36	1,027	6	1,069
		2nd „ Chesterfield	1,524	45	1,162	5	1,212
		1stNotting- hamshire V.R. Nottingham ..	2,104	46	1,633	2	1,681
		4th Vol. Bn. Newark	1,056	22	600	18	700
Devonshire Regi- ment ..	Devonshire Regi- ment ..	1st Vol. Bn. Exeter	1,286	29	969	14	1,012
		2nd „ Plymouth	1,402	33	1,014	36	1,083
		3rd „ Exeter	1,056	27	783	14	824
		4th „ Barnstaple	1,286	36	1,017	18	1,071
		5th „ Newton Abbott ..	939	22	694	23	739
39	Dorsetshire Regi- ment	1st Vol. Bn. Dorchester	1,291	33	962	18	1,008
32	Duke of Corn- wall's Light Infantry ..	1st Vol. Bn. Falmouth	1,524	35	1,165	12	1,212
		2nd „ Bodmin	1,288	24	1,025	35	1,084
68	Durham Light Infantry ..	1st Vol. Bn. Stockton-on-Tees..	1,402	31	1,097	21	1,149
		2nd „ Bishop Auckland..	1,288	32	864	16	912
		3rd „ Sunderland	819	22	567	28	617
		4th „ Durham	1,166	34	945	30	1,009
		5th „ Gateshead.. ..	1,402	29	970	139	1,138
44	Essex Regiment ..	1st Vol. Bn. Brentwood	1,523	38	1,063	11	1,112
		2nd „ Colchester.. ..	1,172	31	876	2	909
		3rd „ West Ham, E. ..	1,517	35	927	29	991
		4th „ Silvertown	1,285	21	771	14	806

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
Officers.	Ser-jeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Nordenf.
32	53	12	..	..	..	..	1,087	..	92	..	..	..	..
24	51	8	..	..	..	..	846	..	75	..	..	..	..
28	53	..	..	..	..	..	775	..	61	..	..	..	..
29	49	12	..	..	1	..	868	..	15	..	..	..	..
28	45	2	..	..	..	..	484	..	60	..	..	..	..
40	75	14	..	..	..	..	1,028	..	63	..	..	..	..
25	44	..	..	..	..	..	721	..	..	..	..	..	..
24	42	5	..	..	..	..	765	..	21	..	..	..	..
13	43	1	..	..	..	..	623	..	15	..	..	..	..
17	50	1	..	..	..	..	799	..	25	..	..	..	..
37	75	10	1	1	..	..	1,072	34	75	..	..	1	..
21	45	4	..	..	..	..	603	..	17	..	..	..	..
19	43	2	..	..	..	..	653	..	8	..	..	..	..
14	40	2	..	..	..	..	773	..	22	..	..	..	..
25	48	1	..	..	..	..	759	..	..	..	..	..	..
35	61	2	..	..	..	..	1,031	..	64	..	..	..	..
17	60	4	..	..	..	..	762	..	13	..	..	..	..
13	39	1	..	..	..	..	762	..	61	..	..	..	..
32	75	6	..	..	..	..	1,037	..	105	..	..	..	..
22	53	7	..	..	..	..	870	..	13	..	..	..	..
25	66	5	..	..	..	..	874	..	22	..	..	..	..
33	67	6	..	..	..	1	948	..	76	..	..	..	..
38	91	7	..	2	..	..	1,349	..	173	..	..	..	..
21	39	6	..	..	..	..	651	..	71	..	..	..	..
26	58	1	..	..	..	..	457	..	64	..	..	..	..
29	66	5	..	..	..	..	756	..	69	..	..	..	..
25	44	..	..	..	..	..	283	..	92	..	..	..	..
25	53	2	..	..	..	..	661	..	22	..	..	..	..
19	45	3	..	..	..	..	635	..	60	..	..	..	..
24	56	4	..	..	..	..	802	..	93	..	..	..	..
25	52	2	..	..	..	..	786	..	74	..	..	..	..
24	55	2	..	..	..	..	614	..	..	..	..	..	..
25	62	5	..	..	..	..	862	..	83	..	..	..	..
25	48	2	..	..	..	..	766	..	70	..	..	..	..
18	35	3	..	..	..	..	602	..	60	..	..	..	..
27	53	5	933
18	59	3	878	..	79
25	63	9	1	..	1,004	..	12	1	..
31	56	1	..	890	..	77	2
25	47	7	927	..	63
14	55	7	1	1	747	..	72

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No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Establishment.	* Efficient.		Non-Efficient.	Total all Ranks.
				Officers.	Non-Com-Officers and Men.		
INFANTRY (RIFLE)— <i>contd.</i>							
28	Gloucestershire Regiment ..	1st Vol. Bn. Bristol	1,169	26	1,037	16	1,079
		2nd " Gloucester	1,291	28	1,048	24	1,100
		3rd " Bristol	1,052	15	701	..	716
75	Gordon Highlanders ..	1st Vol. Bn. Aberdeen	1,280	31	936	3	970
		2nd " Old Meldrum	850	33	553	3	589
		3rd " Peterhead.. ..	987	32	533	36	601
		4th " Aberdeen	1,170	45	873	18	936
		5th " Banchoory	1,054	35	830	3	868
		6th " Keith	997	20	548	27	595
37	Hampshire Regiment	1st Vol. Bn. Winchester	2,108	45	1,530	28	1,603
		2nd " Southampton	1,053	24	759	12	795
		3rd " Portsmouth	2,104	50	1,469	69	1,588
		4th " Bournemouth	1,313	24	839	4	867
		5th " Newport, Isle of Wight	984	22	733	13	768
71	Highland Light Infantry ..	1st Vol. Bn. Glasgow	1,397	37	888	28	953
		2nd " Overnewtown, Glasgow	1,169	33	967	7	1,007
		3rd " Glasgow	1,397	38	871	21	930
		9th Lanarkshire V.R.	703	22	512	9	543
		5th Vol. Bn. Glasgow	1,397	43	1,436	5	1,484
3	Kent Regiment, East	1st Vol. Bn. Canterbury	1,875	36	1,294	36	1,366
		2nd " Cranbrook.. ..	820	17	457	16	490
50	Kent Regiment, Royal West ..	1st Vol. Bn. Tunbridge.. ..	1,287	29	1,034	7	1,070
		2nd " Blackheath	1,400	38	1,123	10	1,171
		3rd " Woolwich Arsenal	1,165	31	620	53	704
		4th " Rochester	1,052	23	593	25	641
25	King's Own Scottish Borderers	1st Roxburgh & Selkirk V.R.	1,288	31	848	10	889
		2nd Vol. Bn. Duns	1,053	37	691	10	738
		3rd " Dumfries	1,174	35	809	25	869
		Galloway.. Castle Douglas ..	986	31	710	14	755
Rifle Depot	King's Royal Rifle Corps	1st Middlesex .. Davies Street, Berkeley Square	1,073	32	789	58	879
		2nd " .. Walham Green ..	1,517	43	954	41	1,038
		4th " .. Kensington, W. ..	932	25	689	17	731
		5th " .. Regent's Park, N.W.	1,516	33	1,091	69	1,193
		12th " .. Somerset House ..	1,168	34	885	7	926
		13th " .. James Street, Buckingham Gate	1,890	45	1,355	45	1,445
		21st " .. Penton Street, Pentonville	1,397	36	889	133	1,058
		22nd " .. Gray's Inn, W.C.	932	21	790	11	822
		25th " .. Somerset House ..	116	3	98	1	97
		1st London.. .. Bunhill Row, E.C.	1,396	45	945	58	1,048
		2nd " .. Farringdon Road, E.C.	1,284	31	932	1	964
		3rd " .. Farringdon St. E.C.	1,397	25	779	44	848
		4th " .. Hackney Downs ..	233	4	133	15	152

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry	Cyclists.	Machine Guns in Possession.			
Officers.	Ser-jeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
23	60	11	..	..	..	..	825	..	84	..	..	..	..
24	57	2	..	..	..	..	909	..	63	..	..	..	..
2	..	1	..	..	..	..	..	..	..	..	..	..	..
28	68	11	..	..	..	..	800	..	..	..	..	..	..
22	81	4	..	..	..	..	495	..	..	..	..	..	..
23	50	1	..	..	..	..	520	..	..	..	..	..	..
35	45	3	..	..	..	..	854	..	11	..	..	..	..
27	45	2	..	..	..	..	749	..	14	..	..	..	..
17	34	..	..	..	..	..	522	..	12	..	..	..	..
38	78	18	..	..	1	..	1,288	..	140	..	..	1	..
21	54	8	..	..	..	..	717	..	69	..	..	1	..
44	80	20	..	..	..	..	1,413	..	121	..	..	1	..
21	48	1	..	..	..	..	772	..	60	..	..	1	..
16	46	1	..	..	..	..	694	..	20	..	..	..	..
31	72	10	..	..	..	..	716	..	12	..	..	..	..
31	55	6	..	..	..	..	952	..	20	..	..	..	..
39	67	11	..	..	..	..	815	..	18	..	..	..	..
16	29	3	..	..	..	..	488	..	16	..	..	..	..
39	64	14	..	..	..	..	1,284	..	78	..	..	..	..
35	72	2	..	..	..	..	1,119	..	96	..	..	1	..
13	38	3	..	..	..	..	426	..	17	..	..	..	..
25	50	4	..	..	..	..	898	..	101	..	..	..	..
36	73	11	..	..	..	..	1,115	..	78	..	..	..	..
29	52	4	..	..	..	..	609	..	..	..	..	..	..
4	..	..	..	..	..	..	608	..	66	..	..	..	..
28	52	2	..	..	1	4	815	..	15	..	..	..	..
22	40	3	..	..	..	..	677	..	12	..	..	..	..
30	50	..	..	..	..	..	621	..	61	..	..	..	..
24	44	1	..	..	..	..	456	..	15	..	..	..	..
29	47	7	1	1	..	1	785	151	31	..	..	..	..
38	63	9	..	..	..	..	981	..	21	..	..	..	..
20	44	7	..	..	1	1	704	..	17	..	..	..	..
30	69	5	..	..	..	..	1,038	..	71	..	..	..	..
29	59	16	1	1	..	..	894	..	40	..	..	..	..
40	85	19	1	1	..	..	1,395	156	63	..	..	..	..
29	58	4	..	..	..	1	957	..	55	..	..	..	..
15	43	5	..	..	..	..	794	..	21	..	..	..	2
..	..	..	..	..	..	..	98	..	..	..	..	..	..
39	61	22	..	..	..	..	997	..	..	..	..	..	..
21	69	6	..	..	..	1	931	..	75	..	..	..	..
22	58	10	..	..	..	..	788	..	24	..	..	..	..
..	6	..	..	..	..	..	144	..	..	..	..	..	..

(7287)

B 2

No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Estab-lish-ment.	*Efficients.		Non-Effi-icients.	Total all Ranks.
				Officers.	Non-Com. Officers and Men.		
INFANTRY (RIFLE)—cont.							
20	Lancashire Fusiliers	1st Vol. Bn. Bury	932	25	878	3	906
		2nd " Rochdale	817	14	692	23	728
		3rd " Salford	1,862	30	1,222	12	1,264
30	Lancashire Regiment, East ..	1st Vol. Bn. Blackburn.. ..	1,285	30	1,113	4	1,147
		2nd " Burnley	1,401	33	1,158	19	1,210
47	Lancashire Regiment, Loyal North ..	1st Vol. Bn. Preston	1,282	22	964	10	996
		2nd " Bolton	1,402	22	1,087	..	1,109
40	Lancashire Regiment, South ..	1st Vol. Bn. Warrington ..	1,169	20	832	26	878
		2nd " St. Helens.. ..	1,165	31	935	26	992
4	Lancaster Regiment, Royal ..	1st Vol. Bn. Ulverston	1,631	25	1,063	29	1,117
17	Leicestershire Regiment ..	1st Vol. Bn. Leicester	1,989	48	1,456	96	1,600
10	Lincolnshire Regiment ..	1st Vol. Bn. Lincoln	937	24	681	32	737
		2nd " Grantham.. ..	936	26	704	12	742
		3rd " Grimsby	936	26	620	27	673
8	Liverpool Regiment ..	1st Vol. Bn. Liverpool	1,517	35	1,228	4	1,267
		2nd " Liverpool	1,164	35	1,014	16	1,065
		3rd " Southport.. ..	961	19	707	130	856
		4th " Liverpool	1,235	37	1,148	39	1,224
		5th " Liverpool	936	19	688	4	661
		6th " Liverpool	1,052	27	672	90	789
		7th " Douglas, Isle of Man	126	3	129	4	136
63	Manchester Regiment ..	1st Vol. Bn. Manchester ..	1,636	34	1,273	5	1,512
		2nd " Manchester ..	1,775	37	1,632	21	1,690
		3rd " Ashton-under-Lyne	1,052	24	799	2	825
		4th " Manchester ..	1,387	31	1,287	5	1,323
		5th " Ardwick	1,517	29	1,308	3	1,340
		6th " Oldham	1,164	22	864	51	937
57	Middlesex Regiment ..	1st Vol. Bn. Hornsey	1,519	28	1,033	61	1,122
		2nd Vol. Bn. Whitton Park, Hounslow	1,168	26	862	24	912
		17th Mid. High Street, Cam- dlesex V.R. den Town, N.W.	932	18	706	15	739
9	Norfolk Regiment	1st Vol. Bn. Norwich	699	23	551	29	603
		2nd " Great Yarmouth..	1,170	31	823	27	881
		3rd " East Dereham ..	1,171	30	982	23	1,035
		4th " Norwich	1,174	33	838	48	919
48	Northamptonshire Regiment	1st Vol. Bn. Northampton ..	1,870	29	1,116	38	1,183
5	Northumberland Fusiliers ..	1st Vol. Bn. Hexham	1,403	42	1,110	24	1,176
		2nd " Walker-on-Tyne ..	1,286	26	896	54	976
		3rd " Newcastle-on-Tyne	1,164	30	885	2	917

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
Officers.	Serjeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Nordenfelt.
24	46	5	..	..	..	..	851	..	14	..	..	1	..
16	37	4	..	..	..	..	573	..	10	..	..	..	..
22	79	9	..	..	..	..	896	..	..	..	..	..	..
22	54	6	..	..	..	..	968	..	71	..	..	..	..
30	64	4	..	..	..	..	1,140	..	16	..	..	..	..
11	40	3	..	..	..	..	795	..	18	..	..	..	..
17	53	5	..	..	..	..	966	..	63	..	..	..	..
16	49	11	..	..	..	..	713	48	66	..	..	..	..
23	50	3	..	..	..	..	752	..	23	..	..	..	..
23	63	5	..	..	..	..	993	..	20	..	..	..	..
41	81	4	..	..	..	..	1,193	..	87	..	..	1	..
20	40	2	..	..	..	..	592	..	69	..	..	..	..
23	43	2	..	..	..	..	592	..	22	..	..	..	..
13	38	2	..	..	..	..	515	..	..	..	..	..	..
32	63	6	..	2	..	..	685	..	116	..	..	..	..
36	59	11	1	1	..	..	1,084	..	..	..	..	..	..
12	38	2	..	..	..	..	536	144	72	..	..	..	..
36	58	11	..	..	..	..	723	..	66	..	..	..	..
17	42	1	..	..	..	..	347	..	45	..	..	..	..
24	40	3	..	..	..	..	417	..	45	..	..	1	..
3	6	..	..	..	..	..	114	..	7	..	..	..	..
27	68	3	..	..	..	..	1,188	..	77	..	..	..	..
38	79	15	1	1	..	..	1,490	157	103	..	..	..	..
19	48	5	..	..	..	..	614	..	81	..	..	..	..
24	69	10	..	..	..	..	1,216	110	..	..	..	1	..
25	69	14	..	..	..	..	1,088	..	90	..	..	..	..
17	41	9	..	..	..	..	540	..	64	..	..	..	..
25	64	7	..	..	..	..	1,033	..	68	..	..	..	..
18	58	5	..	..	..	..	836	..	21	..	..	..	1
20	44	5	1	1	..	..	678	..	49	..	..	..	..
19	35	..	..	..	..	..	442	..	61	..	..	..	..
26	53	7	..	..	..	..	806	..	94	..	..	..	..
29	47	1	..	..	..	..	594	..	20	..	..	..	..
22	39	2	..	..	..	..	737	..	65	..	..	..	..
22	63	2	..	..	..	..	1,096	..	10	..	..	..	..
32	68	3	..	..	..	..	830	..	15	..	..	..	..
24	64	1	..	..	..	..	890	..	71	..	..	..	..
25	54	3	..	..	..	..	832	..	37	..	..	..	..

Maxim-Nordenfelt.

(7287)

B 3

No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Establishment.	* Efficient.		Non-Efficient.	Total all Ranks.
				Officers.	Non-Com. Officers and Men.		
48	INFANTRY (RIFLE)— <i>contd.</i>						
	Oxfordshire Light Infantry ..	1st Vol. Bn. Oxford (University)	699	22	614	1	687
		2nd „ Oxford	1,056	23	809	17	849
		1st Bucks V.R. Great Marlow	1,171	28	880	17	925
		4th Vol. Bn. Eton College	584	20	477	10	507
	Rifle Depôt } Rifle Brigade	7th Middlesex V.R. James Street, Buckingham Gate	1,164	34	918	1	953
		14th „ „ Lincoln's Inn	1,077	25	685	33	743
		15th „ „ Custom House, E.C.	932	26	626	4	656
		16th „ „ 2, Duke Street, Charing Cross	1,397	34	1,142	58	1,234
		18th „ „ Harrow Road, W.	1,165	38	723	16	777
		19th „ „ Chenies Street, W.C.	1,164	25	886	48	959
		20th „ „ Duke's Road, Euston Road	1,401	38	921	2	961
		24th „ „ General Post Office, E.C.	1,165	33	843	48	924
		26th „ „ 69, Lillie Rd., West Brompton, S.W.	349	10	139	5	154
		1st Tower Hamlets V.R. Shaftesbury Street, City Road	1,517	41	935	11	987
		2nd Tower Hamlets V.R. Tredegar Road, Bow	1,280	26	763	26	815
7	Royal Fusiliers..	1st Vol. Bn. Fitzroy Square, W.	1,284	27	962	8	997
		2nd „ 9, Tufton Street, S.W.	932	26	715	41	782
		3rd „ Edward St., Hampstead Rd., N.W.	1,517	24	990	33	1,047
42	Royal Highlanders ..	1st Vol. Bn. Dundee	1,168	29	965	6	1,000
		2nd „ Arbroath	1,401	36	1,066	21	1,123
		3rd „ Dundee	932	29	727	53	809
		4th „ Perth	1,289	36	945	31	1,012
		5th „ Birnam	1,173	31	823	16	870
		6th „ St. Andrews	1,523	42	1,108	44	1,194
1	Royal Scots ..	Queen's Rifle Volunteer Brigade. } Edinburgh	4,184	109	2,989	71	3,169
		4th Vol. Bn. Edinburgh.. ..	932	27	739	36	802
		5th „ Leith	1,284	38	947	9	994
		6th „ Penicuik	1,284	37	771	49	857
		7th „ Haddington	703	21	556	15	592
		8th „ Linlithgow.. ..	1,173	32	800	49	881
21	Scots Fusiliers, Royal..	1st Vol. Bn. Kilmarnock	1,173	35	893	7	935
		2nd „ Ayr.. ..	1,056	30	829	5	864
26	Scottish Rifles ..	1st Lanarkshire V.R. Glasgow	1,982	56	1,500	16	1,572
		2nd Vol. Bn. Hamilton	1,290	28	1,114	27	1,169
		3rd Lanarkshire V.R. Glasgow	1,397	46	1,094	11	1,151
		4th Vol. Bn. Glasgow	1,052	30	624	11	665

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
Officers.	Ser-jeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
18	20	3	..	..	..	..	608	..	20	..	..	..	..
17	47	1	..	..	..	..	732	..	65	..	..	..	..
24	57	2	..	..	..	..	871	..	71	..	..	1	..
17	26	5	..	..	..	..	445	..	..	..	..	..	..
34	54	19	..	2	..	1	914	..	..	..	..	..	..
22	28	9	..	..	..	..	647	156	46	..	..	..	..
16	45	1	..	..	..	..	595	..	..	..	..	..	..
28	67	10	..	..	..	..	1,159	..	22	..	..	..	..
33	44	12	..	..	..	1	698	..	14	..	..	..	..
17	54	5	..	..	..	..	910	..	26	..	..	..	..
39	58	14	..	..	..	..	920	..	32	..	..	2	..
33	54	13	..	..	..	..	908	..	16	..	..	..	..
7	11	2	..	..	..	..	143	..	156	..	..	..	..
29	64	5	..	..	..	..	907	..	33	6	..	..	..
17	52	1	..	..	..	1	761	..	..	..	..	..	..
23	58	10	..	..	..	..	905	..	64	..	..	..	..
19	48	8	..	..	..	..	716	..	17	..	..	..	..
17	51	4	..	..	..	..	970	..	69	..	..	..	..
28	49	10	..	..	..	..	958	..	88	..	..	..	..
35	60	7	..	..	..	..	1,043	..	21	..	..	..	..
26	44	2	..	..	..	..	826	..	57	..	..	..	..
25	52	2	..	..	..	..	966	..	75	..	..	..	..
21	44	1	..	..	..	..	661	..	64	..	..	..	..
32	59	..	..	..	..	..	867	..	27	..	..	..	..
97	171	47	..	..	..	..	2,914	36	113	..	..	1	..
23	44	8	..	..	..	..	692	..	..	..	..	..	..
36	50	16	..	..	..	..	773	..	28	..	..	1	..
31	48	2	..	..	..	..	735	..	18	..	..	..	..
15	28	4	..	..	..	..	535	..	12	..	..	..	..
25	45	2	..	..	..	..	842	..	62	..	..	..	..
29	51	2	..	..	..	..	699	..	43	..	..	..	..
22	43	4	..	..	..	..	662	..	78	..	..	..	..
54	84	41	..	..	..	..	1,434	20	..	..	..	..	..
23	61	3	..	..	..	..	982	..	82	..	..	..	..
42	63	15	..	..	..	..	1,058	..	24	..	..	..	..
28	43	12	..	..	..	..	574	..	12	..	..	..	..

(7287)

B 4

No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Estab-lish-ment.	* Efficient.		Non-Eff-icients.	Total all Ranks.
				Officers.	Non-Com-Officers and Men.		
	INFANTRY (RIFLE)—cont.						
72	Seaforth High-landers	1st Vol. Bn. Dingwall	1,055	30	810	10	850
		1st Suther-land V.R. Golspie	1,403	33	927	30	990
		3rd Vol. Bn. Elgin	1,286	29	922	20	971
53	Shropshire Light Infantry	1st Vol. Bn. Shrewsbury	937	26	680	15	721
		2nd " Newport, Salop	937	27	789	33	849
		1st Here-fordshire V.R. Hereford	1,289	34	1,034	15	1,083
13	Somersetshire Light Infantry	1st Vol. Bn. Bath	1,287	32	861	66	959
		2nd " Taunton	1,523	37	1,198	7	1,242
		3rd " Weston-super-Mare	1,054	30	843	29	902
64	Staffordshire Regiment, North ..	1st Vol. Bn. Stoke-upon-Trent	1,753	40	1,304	13	1,357
		2nd " Burton-on-Trent	1,051	27	823	40	890
38	Staffordshire Regiment, South ..	1st Vol. Bn. Handsworth by Birmingham	1,288	27	922	9	958
		2nd " Walsall	934	23	802	7	832
		3rd " Wolverhampton	1,521	37	1,278	31	1,346
12	Suffolk Regi-ment ..	1st Vol. Bn. Ipswich	1,055	26	803	10	839
		2nd " Bury St. Edmunds	935	27	674	12	713
		3rd " Cambridge	1,052	37	713	26	776
		4th " Cambridge (Uni- versity)	932	23	738	..	761
31	Surrey Regiment, East	1st Surrey V.R. Camberwell	936	25	555	61	641
		2nd Vol. Bn. Wimbledon	1,165	36	757	33	826
		3rd " Kingston-on-Thames	1,171	26	853	5	884
		4th " Upper Kennington Lane, S.E.	1,285	30	893	81	1,004
2	Surrey Regi-ment, Royal West	1st Vol. Bn. Croydon	1,169	25	764	11	800
		2nd " Guildford	1,053	26	805	59	890
		3rd " Bermondsey	1,052	21	606	57	684
		4th " New Street, Ken- nington Park	1,354	26	1,030	1	1,057
	Sussex Regiment, Royal ..	1st Vol. Bn. Brighton	1,052	24	761	3	788
		2nd " Worthing	1,407	29	952	14	935
		1st Cinque Ports V.R. Hastings	1,285	30	938	54	1,022
	Wales Borderers, South ..	1st Vol. Bn. Brecon	1,054	19	785	54	858
		2nd " Newport, Mon.	1,288	29	1,092	3	1,124
		3rd " Pontypool	1,171	23	912	10	945
		4th " Pontypool	1,168	30	975	10	1,015
		5th " Newtown, Moun- tgomeryshire	703	15	481	41	537
	Warwickshire Regiment, Royal ..	1st Vol. Bn. Birmingham	2,099	50	1,511	33	1,594
		2nd " Coventry	1,285	32	874	17	923
	Welsh Fusiliers, Royal ..	1st Vol. Bn. Wrexham	1,289	28	1,007	28	1,063
		2nd " Hawarden	1,289	33	901	11	945
		3rd " Carnarvon	1,290	34	932	41	1,007

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
Officers.	Serjeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
27	49	1	..	..	..	..	605	..	..	..	..	..	..
31	60	1	..	..	..	..	758	..	17	..	..	..	..
27	59	3	..	..	..	..	839	..	..	..	..	..	..
21	45	5	..	..	..	..	634	..	..	..	..	..	..
22	46	1	..	..	..	..	695	..	14	..	..	..	..
30	70	2	..	..	..	..	921	..	96	..	..	..	..
25	50	4	..	..	..	1	729	..	68	..	..	1	..
29	60	9	..	..	..	..	651	..	67	..	..	..	..
26	47	8	..	..	..	..	608	..	23	..	..	..	..
36	81	9	..	..	..	..	1,814	..	23	..	..	..	..
23	49	4	..	..	..	1	834	..	11	..	..	..	..
24	55	6	..	..	..	..	781	..	15	..	..	..	..
17	44	3	..	..	..	..	700	..	65	..	..	..	..
34	72	12	..	..	..	1	1,094	..	71	..	..	..	..
22	47	3	..	..	..	..	790	..	63	..	..	..	..
18	41	1	..	..	..	..	520	..	14	..	..	..	..
31	40	5	..	..	..	..	576	..	23	..	..	1	..
26	31	1	..	..	..	..	630	35	12	..	..	..	..
16	27	1	..	..	..	..	603	..	22	..	..	..	..
22	53	5	..	..	..	..	828	..	19	..	..	..	..
21	37	6	..	..	..	..	876	..	82	..	..	..	..
23	54	15	1	1	..	..	854	..	68	..	..	..	..
21	49	2	..	..	..	..	766	..	66	..	..	..	..
21	47	2	..	..	..	..	776	..	38	..	..	..	..
19	44	6	..	..	..	..	607	..	21	..	..	..	..
24	54	8	..	..	..	..	1,002	55	35	..	..	..	..
23	48	3	..	..	..	..	710	..	60	..	..	..	..
31	50	2	..	..	1	..	751	..	80	..	..	..	..
19	52	2	..	..	..	..	945	..	36	..	..	..	..
14	46	..	..	..	..	..	641	..	..	..	..	..	..
27	56	4	..	..	..	..	881	..	84	..	..	..	..
21	54	1	..	..	..	..	781	..	63	..	..	..	..
26	56	3	..	..	..	..	721	..	13	..	..	..	..
14	35	2	..	..	..	..	448	..	21	..	..	..	..
45	89	19	..	..	..	..	1,274	..	84	..	..	..	..
30	63	1	..	..	..	..	785	..	21	..	..	..	..
24	59	..	..	..	..	..	912	..	92	..	..	..	..
29	59	3	..	..	..	..	859	..	63	..	..	..	..
17	46	..	..	..	..	..	785	..	63	..	..	..	..

No. of Regimental District.	Arm and Regiment.	Station of Head Quarters.	Estab-lish-ment.	* Efficient.		Non-Efficient.	Total all Ranks.
				Officers.	Non-Com-Officers and Men.		
	INFANTRY (RIFLE)—cont.						
41	Welsh Regiment	1st Vol. Bn. Haverfordwest ..	1,520	38	1,000	105	1,143
		2nd " Bridgend ..	1,520	34	1,166	54	1,254
		3rd " Cardiff ..	2,801	64	2,116	14	2,194
		3rd (Glamorgan V.R.) Swansea ..	1,053	23	797	12	837
33	West Riding Regiment ..	1st Vol. Bn. Halifax ..	701	13	518	29	560
		2nd " Huddersfield ..	1,233	26	1,043	..	1,069
		3rd " Skipton-in-Craven	1,288	27	943	33	1,003
62	Wiltshire Regiment ..	1st Wiltshire V.R. Warminster ..	1,052	23	856	21	905
		2nd Vol. Bn. Chippenham ..	1,285	27	1,026	15	1,068
29	Worcestershire Regiment ..	1st Vol. Bn. Kidderminster ..	1,404	34	1,148	7	1,189
		2nd " Worcester..	1,057	23	814	15	852
65	York and Lancaster Regiment ..	1st Vol. Bn. Sheffield ..	1,052	27	827	6	860
		2nd " Doncaster..	1,403	23	1,080	26	1,129
51	Yorkshire Light Infantry ..	1st Vol. Bn. Wakefield..	1,167	33	866	29	928
19	Yorkshire Regiment ..	1st Vol. Bn. Northallerton ..	1,291	25	810	1	836
		2nd " Scarborough ..	818	24	547	25	596
15	Yorkshire Regiment, East ..	1st Vol. Bn. Hull ..	1,052	29	583	54	666
		2nd " Beverley ..	820	20	496	40	556
14	Yorkshire Regiment, West ..	1st Vol. Bn. York ..	1,400	36	1,195	43	1,274
		2nd " Bradford ..	1,052	33	933	5	971
		3rd " Leeds ..	1,164	23	996	30	1,054
Total Infantry (Rifle) Volunteers ..			266,651	6,536	196,700	5,373	208,609
VOLUNTEER MEDICAL STAFF CORPS.							
	London Companies ..	..	698	18	406	25	449
	Edinburgh Company ..	..	137	3	82	1	86
	Woolwich " ..	..	286	7	230	44	281
	Manchester Companies ..	..	698	17	534	..	551
	Maidstone Company ..	..	137	2	128	3	133
	Leeds " ..	..	137	3	118	9	130
	Aberdeen " ..	..	143	5	139	..	144
	Glasgow Companies ..	..	280	9	223	4	236
Total Volunteer Medical Staff Corps ..			2,516	64	1,860	86	2,010
	Honourable Artillery Company	{ Artillery ..	899	{ 11	202	..	213
	Bermuda Volunteer Rifle Corps	{ Infantry ..		{ 20	466	..	486
		..	319	14	197	61	272

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
Officers.	Serjeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
28	59	6	..	..	..	..	501	..	73	..	..	..	..
28	67	1	..	..	..	..	804	48	78	..	..	..	..
55	118	10	..	..	..	..	671	..	149	..	..	1*	..
19	51	1	..	..	..	..	576	..	78	..	..	..	..
14	37	..	..	..	..	..	442	..	21	..	..	..	..
20	53	1	..	..	..	..	714	..	16	..	..	..	..
28	56	8	..	..	..	..	684	..	74	..	..	..	..
26	48	3	..	..	..	..	739	..	26	..	..	1	..
25	61	6	..	..	..	..	970	..	71	..	..	..	..
33	64	8	..	..	..	..	878	..	22	..	..	..	..
17	42	6	..	..	..	..	719	..	67	..	..	1*	..
26	53	3	..	..	..	..	670	..	116	..	..	1	..
18	64	..	..	..	..	..	919	..	86	..	..	..	..
33	59	9	..	..	..	1	484	..	18	..	..	..	..
22	51	2	..	..	..	..	706	..	63	..	..	..	..
16	38	1	..	..	..	..	446	..	26	..	..	..	..
23	50	12	..	..	..	..	459	..	72	..	..	..	..
15	31	..	..	..	..	..	283	..	15	..	..	..	..
30	57	8	..	..	..	..	941	..	96	..	..	1	..
27	49	9	..	..	..	..	719	..	76	..	..	..	..
21	56	7	..	..	..	..	670	..	86	..	..	..	..
5,427	11,396	1,202	9	15	7	16	171,309	1,148	9,889	8	..	23†	3
14	35	..	..	..	..	..	362	..	12	..	..	..	..
3	7	..	..	..	..	..	80	..	..	..	..	..	..
6	17	..	..	..	..	..	172	..	10	..	..	..	..
12	46	..	..	..	..	..	500	..	..	..	..	..	..
2	11	..	..	..	..	..	98	..	..	..	..	..	..
2	8	..	..	..	..	..	114	..	..	..	..	..	..
4	7	..	..	..	..	..	128	..	..	..	..	..	..
8	20	..	..	..	..	..	203	..	..	..	..	..	..
51	151	..	..	..	..	..	1,657	..	22	..	..	..	..
12	18	3	..	..	..	..	172	..	..	..	..	..	..
21	28	7	..	..	..	..	463	..	..	..	..	..	..
9	17	..	..	..	..	..	212	..	..	..	..	1	..

* Maxim-Nordenfelt.

† Including 3 Maxim-Nordenfelts.

PART II.—SUMMARIES.

GENERAL SUMMARY 1st November, 1900.

Arm.	Establishment.	* Efficiency.		Non-Efficient.	All Ranks.	Proficients who have earned the Special Grant of 50s.			Officers who have earned the Grant for Tactics or Artillery.		Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.	Total.	Officers.	Tactics or Artillery.	Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.	
LIGHT HORSE ..	304	12	119	41	172	12	15	27	..	..	..	..	..	..	120
ARTILLERY ..	51,374	1,864	47,198	1,265	50,327	1,487	2,750	4,237	588	..	..	2	..	..	44,489
ENGINEERS:— (Fortress and Railway.)	16,977	520	13,949	408	14,877	380	798	1,178	81	..	..	..	..	..	13,017
(Submarine Miners) ..	1,689	85	1,482	86	1,638	..	..	..	3	..	..	..	..	..	1,383
INFANTRY (RIFLE) ..	266,651	6,536	196,700	5,373	208,609	5,427	11,896	16,823	1,302	9	15	..	7	16	171,309
MEDICAL STAFF CORPS	2,516	64	1,860	86	2,010	51	151	202	..	..	..	..	..	..	1,657
Total ..	339,511	9,081	261,288	7,259	277,628	7,357	15,110	22,467	1,874	9	17	..	7	16	231,974
			270,869												

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

† Including 889 who earned the Lower Grant of 10s. each only.

‡ Including 276 Adjutants.

STRENGTH OF THE VOLUNTEER FORCE ON 1st NOVEMBER, 1900.

BY RANKS.

	OFFICERS.												N.-C.O.'s AND MEN.				PERMANENT STAFF.			Total.	
	Lieut.- Cols.	Major.	Cap- tains.	Lieuts.	2nd Lieuts.	Quar- ter- Mas- ters.	Surg- Lieut- Cols.	Surg- Major.	Surg- Cap- tains.	Surg- Lieut.	Vet. Officers.	Act- ing Chap- lains.	Total Officers.	Ser- geants.	Trum- peters and Buglers.	Rank and File.	Total	Adj- tants.	Acting Sergt- Majors.		Sergt- in- struc- tors.
Efficients ..	378	534	2,675	1,987	1,656	285	104	80	378	328	27	473	8,805	14,964	5,840	238,983	259,682	276	306	1,300	270,399
Non Efficients	3	17	58	76	105	4	2	1	5	19	1	237	828	80	53	6,599	6,731	—	—	—	7,259
Total ..	381	551	2,733	1,933	1,791	289	106	81	383	347	28	710	9,633	15,044	5,892	245,487	266,413	276	306	1,300	277,628

**INCREASE and DECREASE of the VOLUNTEER FORCE between
1st November, 1899, and 1st November, 1900.**

	Light Horse.	Artil- lery.	Engineers.		Infantry (Rifles).	Medical Staff Corps.	Total.
			Fortress and Railway.	Sub- marine Miners.			
Number enrolled on 1st November, 1899	200	41,966	11,762	1,273	173,214	1,439	229,854
Enrolled { Recruits	27	16,032	5,757	638	76,092	1,217	99,673
{ Having previously served in regular army, militia, yeomanry, or volunteers	1	1,837	681	62	10,989	52	13,622
Rejoined on discharge from Regular Army	..	12	..	..	102	..	114
From regular army to Permanent Staff	..	55	14	..	170	1	240
Total increase ..	28	17,936	6,452	700	87,263	1,270	113,649
Dead	1	185	46	3	730	4	969
Dismissed { Misconduct	..	106	24	11	471	..	612
{ Non-efficient	..	943	583	56	4,140	32	5,754
Joined regular forces ..	7	1,441	376	30	4,523	26	6,403
Enlisted for 1 year into Regular Army	27	744	531	6	12,868	383	14,559
Struck off on attaining 50 years of age	..	49	7	2	211	..	269
Volun- { Under 3 yrs.	2	2,166	821	88	11,638	72	14,787
tarily { 3 & under 4 yrs.	4	1,180	293	42	5,132	60	6,661
quitted { 4 „ 5 yrs.	1	970	212	53	4,306	66	5,608
{ 5 „ 8 yrs.	2	957	215	35	4,043	39	5,291
{ Over 8 yrs.	12	838	201	14	3,650	15	4,730
From Per- { Regular	..	27	27	..	81	1	136
manent { Army	..	19	1	..	75	1	96
Staff to { Pension or	..	19	1	..	75	1	96
{ Discharge	..	19	1	..	75	1	96
Total decrease ..	56	9,575	3,337	840	51,868	699	65,875
Net { Increase ..	..	8,361	3,115	360	35,395	571	47,774
{ Decrease ..	28	..	..	..	..	..	..
Number enrolled on 1st November, 1900	172	50,327	14,877	1,633	208,609	2,010	277,628

AGES OF THE ENROLLED MEMBERS OF THE VOLUNTEER FORCE ON 1st November, 1900.

Arms.	Under 17 years.	17 to 18.	18 to 19.	19 to 20.	20 to 21.	21 to 22.	22 to 23.	23 to 24.	24 to 25.	25 to 26.	26 to 27.	27 to 28.	28 to 29.	29 to 30.	30 to 35.	35 to 40.	40 to 45.	45 to 50.	50 years and upwards.	Total.
Light Horse	172
Artillery	50,327
Engineers—
Fortress and Railway	14,877
Submarine Miners	1,633
Infantry (Rifle)	204,609
Medical Staff Corps	2,010
Total	277,628

(7287)

PAST SERVICES OF THE ENROLLED MEMBERS OF THE VOLUNTEER FORCE ON 1st November, 1900.

Arms.	Under 1 year.	1 to 2 years.	2 to 3 years.	3 to 4 years.	4 to 5 years.	5 to 6 years.	6 to 7 years.	7 to 8 years.	8 to 9 years.	9 to 10 years.	10 to 15 years.	15 to 20 years.	20 years and upwards.	Total.
Light Horse	172
Artillery	50,327
Engineers—
Fortress and Railway	14,877
Submarine Miners	1,633
Infantry (Rifle)	204,609
Medical Staff Corps	2,010
Total	277,628

MILITARY DISTRICT

Military District.	Arm.	Establishment.	*Efficients.			Total all Ranks.	Proficients who have earned the Special Grant of 50s.	
			Officers.	Non-Com. Officers and Men.	Non-Efficients.		Officers.	Serjeants.
NORTH-EASTERN..	Artillery	10,356	383	9,485	320	10,188	301	591
	Engineer:—							
	Fortress and Railway	3,221	98	2,902	48	3,048	90	176
	Sub-Marine Miners..	457	19	375	45	439	..	..
	Infantry (Rifle) ..	35,303	869	26,307	842	28,018	702	1,576
	Medical Staff Corps ..	137	3	118	9	130	2	8
	Total ..	49,674	1,372	39,187	1,264	41,823	1,095	2,351
NORTH-WESTERN	Artillery	9,833	354	9,545	266	10,165	281	550
	Engineer:—							
	Fortress and Railway	2,878	103	2,312	42	2,457	82	153
	Sub-Marine Miners..	196	12	178	5	195	..	..
	Infantry (Rifle) ..	57,405	1,290	44,497	981	46,768	1,084	2,497
	Medical Staff Corps ..	698	17	534	..	551	12	46
	Total ..	71,010	1,776	57,066	1,294	60,136	1,459	3,246
EASTERN ..	Artillery	2,907	94	2,456	56	2,606	83	150
	Engineer:—							
	Fortress and Railway	805	20	446	5	471	6	7
	Infantry (Rifle) ..	18,596	459	13,223	327	14,009	364	752
	Total ...	22,308	573	16,125	388	17,086	453	909
WESTERN ..	Artillery	5,736	227	5,306	186	5,719	175	283
	Engineer:—							
	Fortress and Railway	2,932	83	2,327	149	2,550	66	116
	Sub-Marine Miners..	259	17	225	17	259	..	..
	Infantry (Rifle) ..	28,435	655	21,669	595	22,919	533	1,193
	Total ..	37,362	982	29,527	947	31,456	774	1,592
SOUTHERN ..	Artillery	2,898	76	2,591	45	2,712	59	146
	Engineer:—							
	Fortress and Railway	604	18	538	3	559	18	33
	Infantry (Rifle) ..	11,140	253	8,174	175	8,602	215	471
	Total ..	14,642	347	11,303	223	11,873	292	650
THAMES ..	Artillery	1,370	47	1,320	19	1,386	38	76
	Infantry (Rifle) ..	3,739	67	2,157	17	2,241	61	123
	Medical Staff Corps ..	137	2	128	3	133	2	11
	Total ..	5,246	116	3,605	39	3,760	101	210

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

SUMMARY BY "ARMS."

Officers who have earned the Grant for Tactics or Artillery.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
	Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
140	..	1	..	..	9,182	..	21	..	..	..	..
11	2,589	..	1	..	..	..	..
1	341	..	..	..	..	..	..
119	..	2	..	2	21,641	..	1,700	..	..	3	..
..	114	..	..	..	..	..	..
271	..	3	..	2	33,867	..	1,722	..	..	3	..
144	..	1	..	..	8,781	..	..	..	..	..	..
17	2,161	..	..	..	..	..	..
..	190	..	..	..	..	..	..
252	2	4	..	2	38,231	459	2,071	..	..	†4	..
..	500	..	..	..	..	..	..
413	2	5	..	2	49,863	459	2,071	..	..	†4	..
11	2,395	..	..	..	..	..	..
1	464	..	..	..	..	..	..
52	1	1	2	..	11,946	35	646	2	..	2	..
64	1	1	2	..	14,805	35	646	2	..	2	..
72	5,058	..	..	..	..	..	..
8	2,191	..	32	..	..	..	..
1	201	..	..	..	..	..	..
78	1	13,919	46	1,244	..	..	*2	..
159	1	21,369	46	1,276	..	..	*2	..
22	2,247	..	42	..	..	..	..
6	541	..	..	..	..	..	..
61	1	..	7,396	..	600	..	..	5	..
89	1	..	10,183	..	642	..	..	5	..
8	1,320	..	..	..	..	..	..
15	2,018	..	179	..	..	..	..
..	98	..	..	..	..	..	..
23	3,431	..	179

* Includes 1 Maxim-Nordenfelt.

† Includes 2 Maxim-Nordenfelts.

(7287)

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MILITARY DISTRICT SUMMARY

Military District.	Arm.	Establishment.	*Efficients.			Total all Ranks.	Proficients who have earned the Special Grant of 50s.	
			Officers.	Non-Com. Officers and Men.	Non-Efficients.		Officers.	Serjeants.
SOUTH-EASTERN	Artillery	2,663	92	2,417	98	2,607	70	141
	Engineer:—							
	Fortress:—	1,208	25	953	28	1,006	21	64
	Infantry (Rifle) ..	6,439	159	4,995	148	5,302	125	260
	Total	10,310	276	8,365	274	8,915	216	465
HOME ..	Artillery	2,897	91	2,762	74	2,927	74	152
	Engineer:—							
	Fortress and Railway	3,518	126	2,810	62	2,998	53	151
	Infantry (Rifle) ..	49,266	1,207	34,512	1,288	37,007	994	2,106
	Medical Staff Corps ..	698	18	406	25	449	14	35
	Total	56,379	1,442	40,490	1,449	43,381	1,135	2,444
WOOLWICH	Artillery	645	24	693	11	728	20	43
	Infantry (Rifle) ..	1,165	31	620	53	704	29	52
	Medical Staff Corps ..	286	7	230	44	281	6	17
	Total	2,096	62	1,543	108	1,713	55	112
SCOTTISH ..	Light Horse	304	12	119	41	172	12	15
	Artillery	11,869	476	10,623	190	11,289	386	618
	Engineer:—							
	Fortress and Railway	1,811	47	1,661	71	1,779	44	98
	Sub-Marine Miners ..	777	37	684	19	740	..	..
	Infantry (Rifle) ..	55,163	1,546	40,546	947	43,039	1,320	2,366
	Medical Staff Corps ..	560	17	444	5	466	15	34
	Total	70,484	2,135	54,077	1,273	57,485	1,777	3,131
GENERAL TOTAL (ALL ARMS) ..		339,511	9,081	261,288	7,259	277,628	7,357	15,110

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

BY " ARMS "—continued.

Officers who have earned the Grant for Tactics or Artillery.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.	Mounted Infantry.	Cyclists.	Machine Guns in Possession.			
	Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.				Gardner.	Gatling.	Maxim.	Norden-felt.
17	2,323	..	..	..	..	..	..
1	886	..	..	..	..	..	..
12	1	..	4,559	..	355	..	..	1	..
30	1	..	7,718	..	355	..	..	1	..
28	2,736	..	..	..	..	..	..
13	2,701	..	..	..	..	..	..
306	6	8	1	7	34,241	552	1,633	6	..	4	3
..	362	..	12	..	..	..	..
347	6	8	1	7	40,040	552	1,645	6	..	4	3
16	556	..	..	..	..	..	..
4	609	..	..	..	..	..	..
..	172	..	10	..	..	..	..
20	1,337	..	10	..	..	..	..
..	120	..	..	..	..	..	..
130	9,891	..	..	..	..	..	..
24	1,534	..	..	..	..	..	..
1	650	..	..	..	..	..	..
303	2	4	36,755	56	1,461	..	..	2	..
..	411	..	..	..	..	..	..
458	2	4	49,361	56	1,461	..	..	2	..
1,874	9	17	7	16	231,974	1,148	10,007	8	..	*23	3

* Including 3 Maxim-Nordenfelts.

1st November,

COUNTY SUMMARY BY "ARMS."

Arm.	County.	*Efficients.		Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Signalling.	Who have earned the Grant for Supply Duties.		Present at Inspection
		Officers.	Non-Com. Officers and Men.		Officers.	Serjeants.		Officers.	Non-Com. Officers.	
Light Horse	Aberdeen ..	..	13	20	..	..	..	..	..	13
	Fife ..	9	64	100	9	9	..	..	..	75
	Forfar ..	3	35	38	8	5	..	..	..	25
	Perthshire ..	..	7	14	..	1	..	..	..	7
	Total ..	12	119	172	12	15	..	..	..	120
Artillery	Aberdeenshire ..	36	902	938	27	47	14	..	..	846
	Argyll ..	24	658	710	19	33	2	..	..	587
	Ayrshire ..	28	632	662	20	32	3	..	..	569
	Banffshire ..	27	383	411	19	22	7	..	..	331
	Berwick-on-Tweed ..	6	156	166	4	9	..	..	..	148
	Berwickshire..	2	65	69	2	4	..	..	..	51
	Bute ..	15	249	269	10	15	3	..	..	246
	Caithness-shire ..	18	350	368	13	22	6	..	..	329
	Carnarvon ..	14	337	357	14	14	5	..	..	318
	Cheshire ..	21	632	654	18	40	9	..	..	539
	Cinque Ports ..	48	1,228	1,300	36	69	9	..	..	1,243
	Cornwall ..	38	1,055	1,110	26	51	6	..	..	1,065
	Cromarty ..	3	82	86	2	4	..	..	..	74
	Cumberland ..	29	623	652	21	32	10	..	..	617
	Devonshire ..	70	1,387	1,529	54	81	17	..	..	1,376
	Dorsetshire ..	19	660	685	17	36	5	..	..	570

Dumbarton ..	189	1	200	10	9	4	..	..	..	..	184
Durham ..	2,791	56	2,791	84	155	30	..	..	..	..	2,632
Edinburgh City	729	17	774	23	49	12	..	..	..	..	703
Elgin ..	131	..	139	5	8	2	..	..	..	..	118
Essex ..	1,101	23	1,170	40	63	6	..	..	..	..	1,046
Fife ..	881	11	935	37	53	8	..	..	..	..	875
Forfar ..	981	29	1,051	35	57	16	..	..	..	..	879
Glamorgan ..	1,443	67	1,570	51	69	18	..	..	..	..	1,236
Gloucester ..	620	14	680	22	41	17	..	..	..	..	609
Haddington ..	77	1	82	4	4	2	..	..	..	..	89
Hampshire ..	1,931	39	2,027	42	110	17	..	..	..	..	1,677
Inverness ..	371	14	405	18	25	7	..	..	..	..	330
Kent ..	2,013	30	2,114	58	119	24	..	..	..	..	1,876
Kirkcaldine ..	201	1	210	6	12	2	..	..	..	..	189
Kirkcudbright ..	93	..	97	4	5	..	..	..	..	..	87
Lancashire ..	1,350	10	1,410	51	75	15	..	..	..	..	1,356
Lincoln ..	6,195	212	6,627	179	359	93	..	..	..	..	5,802
London ..	645	2	669	17	35	3	..	..	..	..	630
Middlesex ..	705	9	784	12	41	5	..	..	..	..	672
Monmouth ..	1,428	56	1,535	48	88	20	..	..	..	..	1,431
Midlothian ..	566	25	609	13	35	9	..	..	..	..	469
Newcastle ..	453	6	480	15	27	8	..	..	..	..	483
Norfolk ..	134	..	141	6	7	3	..	..	..	..	181
Northumberland ..	545	14	590	23	38	11	..	..	..	..	406
Orkney ..	683	10	710	15	42	1	..	..	..	..	643
Perthshire ..	1,645	16	1,734	58	111	32	..	..	..	..	1,572
Renfrew ..	468	17	516	25	38	4	..	..	..	..	438
Shropshire ..	107	..	112	3	4	1	..	..	..	..	97
Somersetshire ..	294	6	316	10	18	4	..	..	..	..	281
Staffordshire ..	164	..	172	8	13	3	..	..	..	..	161
..	295	7	312	10	18	7	..	..	..	..	207
..	348	10	370	7	14	6	..	..	..	..	309
..	392	19	429	9	22	5	..	..	..	..	335

* Including boys who have qualified for the Capitation Grant as Trumpeters or Musicians.

1st November,

COUNTY SUMMARY BY "ARMS"—continued.

Arm.	County.	* Efficient.		Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.
		Officers.	Non-Com. Officers and Men.		Officers.	Serjeants.	Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.	
Artillery—cont.	Stirlingshire ..	4	214	226	4	8	2	..	..	..	171
	Suffolk ..	31	672	726	28	45	4	..	..	..	706
	Surrey ..	20	629	658	14	23	3	..	..	..	633
	Sussex ..	44	1,189	1,307	34	72	8	..	..	..	1,080
	Sutherland ..	6	122	139	4	8	1	..	..	..	116
	Warwick ..	18	445	472	12	37	7	..	..	..	429
	Wigtown ..	12	230	242	8	12	1	..	..	..	214
	Worcester ..	24	626	662	18	28	8	..	..	..	534
	York, East Riding ..	50	1,035	1,153	43	65	29	..	..	..	1,053
	" North ..	28	730	862	20	51	6	..	..	..	715
	" West ..	74	2,093	2,223	52	127	29	1	..	..	2,036
	Total	1,864	47,198	50,327	1,487	2,750	588	..	2	..	44,489
Engineer (Fortress and Railway)	Aberdeen ..	19	575	600	17	34	8	..	..	..	531
	Bedford ..	16	323	339	8	2	1	..	..	..	352
	Cheshire ..	49	1,047	1,105	37	66	11	..	..	..	967
	Devon ..	13	387	404	10	22	..	..	..	..	392
	Durham ..	23	724	757	21	40	2	..	..	..	661
	Flint ..	5	136	142	4	8	..	..	..	..	102
	Gloucester ..	54	1,500	1,691	44	77	8	..	..	..	1,363
	Hampshire ..	18	538	559	18	33	6	..	..	..	541
	Lanark ..	28	1,086	1,179	27	64	16	..	..	..	1,003
	Lancashire ..	49	1,129	1,210	41	79	6	..	..	..	1,092

(Sub - Marine Miners)	London ..	22	788	1	806	13	44	5	..	..	..	..	766
	Middlesex ..	26	707	28	761	21	42	3	..	..	..	..	686
	Newcastle ..	25	642	11	678	22	41	4	..	..	..	..	624
	Northampton ..	4	123	5	132	3	5	..	..	..	..	..	112
	Somerset ..	16	440	8	464	12	17	..	..	..	..	..	446
	Sussex ..	25	953	28	1,006	21	64	1	..	..	..	..	836
	Tower Hamlets ..	24	1,046	4	1,074	19	65	5	..	..	..	..	969
	York, West Riding ..	50	1,536	27	1,613	47	92	5	..	..	..	..	1,304
	Electrical Engineers ..	12	274	29	315	..	..	..	..	..	..	..	290
	Engineer and Railway Volunteer Staff Corps ..	42	..	..	42	..	..	..	..	..	..	..	..
(Sub - Marine Miners)	Total ..	520	13,949	408	14,877	380	798	81	..	..	..	..	13,017
	Forfar ..	11	226	..	237	..	..	..	..	..	..	..	208
	Glamorgan ..	17	225	17	259	..	..	1	..	..	..	..	201
	Lancashire ..	12	178	5	195	..	..	..	..	..	..	..	190
	Midlothian ..	16	232	10	258	..	..	1	..	..	..	..	209
	Northumberland ..	11	264	33	308	..	..	1	..	..	..	..	231
	Renfrew ..	10	226	9	245	..	..	..	..	..	..	..	238
	York, North Riding ..	8	111	12	131	..	..	..	..	..	..	..	120
	Total ..	85	1,462	96	1,633	..	..	3	..	..	..	..	1,382
Infantry (Rifle)	Aberdeen ..	155	3,279	60	3,494	121	208	19	..	..	..	..	2,995
	Anglesey ..	3	95	7	105	3	4	..	..	..	..	..	74
	Argyll ..	27	808	29	862	28	45	2	..	..	..	..	484
	Ayrshire ..	65	1,722	12	1,799	51	94	6	..	..	..	..	1,361
	Banff ..	20	548	27	595	17	34	..	..	..	..	..	522
	Bedford ..	20	830	27	877	17	50	1	..	..	..	..	799
	Berkshire ..	43	1,296	1	1,340	37	75	10	1	1	1	..	1,072
	Berwick-on-Tweed ..	3	111	3	117	3	5	..	..	..	..	..	89
	Total ..	..	..	..	..	..	..	..	..	..	..	..	..
	Total ..	..	..	..	..	..	..	..	..	..	..	..	..

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

1st November,

COUNTY SUMMARY BY "ARMS"—continued.

Arm.	County.	* Efficient.		Non-Efficient.	Total all Ranks.	Prædents who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.	
Infantry (Rifle) —cont.	Berwickshire	37	691	10	738	22	40	3	..	..	..	..	677
	Brecknock ..	19	786	54	868	14	46	..	..	..	..	..	641
	Buckingham..	48	1,857	27	1,432	41	83	7	..	..	..	..	1,316
	Bute ..	3	97	6	105	3	5	..	..	..	..	..	87
	Caithness ..	14	457	8	479	18	26	1	..	..	..	..	351
	Cambridge ..	54	1,827	22	1,473	53	67	6	..	..	..	..	1,154
	Cardigan ..	2	88	1	91	4	3	1	..	..	..	..	43
	Carmarthen ..	17	607	59	683	12	29	1	..	..	..	..	247
	Carnarvon ..	29	779	31	839	14	39	..	..	..	..	..	654
	Cheshire ..	141	4,914	80	5,135	118	274	20	..	..	..	..	4,315
	Cinque Ports	40	1,310	47	1,397	31	72	4	..	..	..	..	1,245
	Clackmannan	27	678	20	725	22	39	..	..	..	..	..	636
	Cornwall ..	59	2,190	47	2,296	49	107	4	..	..	..	..	1,400
	Cumberland ..	46	1,666	44	1,656	35	90	6	..	..	..	..	1,460
	Denbighshire	28	1,007	28	1,063	24	59	..	..	..	..	..	912
	Derby ..	87	2,382	20	2,489	64	147	11	..	..	1	..	2,019
	Devonshire ..	147	4,477	106	4,729	124	266	11	..	..	..	..	2,792
	Dorsetshire ..	33	963	13	1,008	24	56	4	..	..	..	..	802
	Dumbarton ..	45	1,359	27	1,431	40	75	14	..	..	..	..	1,023
	Dumfries ..	35	803	25	869	30	60	..	..	..	..	..	621

Durham ..	143	4,178	234	4,555	108	243	18	..	..	..	..	3,813
Edinburgh ..	186	3,728	107	3,971	120	215	55	..	..	..	..	3,606
Elgin ..	27	890	20	877	26	55	3	..	..	..	..	743
Essex ..	133	3,779	63	3,975	100	230	23	2	..	..	..	3,697
Fife ..	42	1,108	44	1,194	32	69	..	..	..	..	..	867
Flintshire ..	33	901	11	945	29	59	3	..	..	..	..	859
Forfar ..	94	2,758	80	2,932	89	153	19	..	..	..	..	2,827
Glamorgan ..	126	4,079	80	4,285	102	236	12	..	..	..	..	2,051
Gloucester ..	69	2,786	40	2,895	49	117	14	..	..	..	..	1,784
Haddington ..	21	556	15	592	15	28	4	..	..	..	..	535
Hampshire ..	143	4,697	113	4,853	124	260	47	1	..	..	..	4,190
Haverfordwest ..	9	115	33	157	5	12	1	..	..	..	..	86
Hereford ..	33	974	15	1,022	29	66	2	..	..	..	..	883
Herts ..	53	1,430	28	1,511	36	80	6	..	..	..	..	1,311
Inverness ..	29	900	11	940	26	52	1	..	..	..	..	829
Isle of Man ..	3	129	4	136	3	6	..	..	..	..	..	114
Isle of Wight ..	23	733	13	768	16	46	1	..	..	..	..	694
Kent ..	160	4,531	129	4,890	126	252	22	..	..	..	..	4,268
Kincardine ..	21	446	3	470	14	25	2	..	..	..	..	423
Kinross ..	3	105	6	114	3	5	..	..	..	..	..	85
Kirkcudbright ..	22	509	12	543	16	34	1	..	..	..	..	310
Leamark ..	333	9,006	135	9,474	303	538	115	..	..	..	..	8,308
Lancashire ..	601	22,427	519	23,547	511	1,204	145	2	4	..	..	18,490
Leicester ..	48	1,456	96	1,600	41	81	4	..	..	..	..	1,198
Lincoln ..	76	2,006	71	2,152	56	121	6	..	..	..	..	1,699
Linlithgow ..	27	621	36	684	20	38	2	..	..	..	..	659
London ..	105	2,789	118	3,012	82	194	38	..	..	..	1	2,880
Merioneth ..	2	128	5	135	2	3	..	..	..	..	..	114
Middlesex ..	684	19,686	779	21,149	581	1,206	196	4	1	..	5	19,678
Midlothian ..	68	1,670	57	1,796	61	91	18	..	..	..	..	1,471

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

COUNTY SUMMARY BY "ARMS"—continued.

1st November,

Arm.	County.	* Efficient.		Non- Efficients.	Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.		Officers.	Non- Com. Officers.	Officers.	Non- Com. Officers.	
Infantry (Rifle) —cont.	Monmouth ..	82	2,979	23	3,084	74	166	8	..	..	..	..	2,383
	Montgomery..	15	411	39	465	12	35	2	..	..	..	..	391
	Nairn ..	..	..	..	..	..	..	..	..	..	..	..	26
	Newcastle ..	80	835	2	917	25	54	3	..	..	..	..	832
	Norfolk ..	107	2,790	108	3,005	88	148	9	..	..	..	..	2,184
	Northampton ..	29	1,116	38	1,183	22	63	2	..	..	..	..	1,096
	Northumberland ..	65	1,896	75	2,035	53	127	4	..	..	..	..	1,681
	Nottingham ..	68	2,233	20	2,381	59	130	13	..	2	..	..	2,000
	Orford ..	45	1,423	18	1,486	35	67	4	..	..	..	..	1,340
	Peebles ..	12	227	14	253	11	14	..	..	..	..	..	220
	Pembroke ..	10	190	12	212	7	15	3	..	..	..	..	126
	Perthshire ..	67	1,768	47	1,882	46	96	3	..	..	..	..	1,627
	Radnor ..	1	60	..	61	1	4	..	..	..	..	..	38
	Renfrew ..	93	2,652	78	2,828	81	152	20	..	..	..	..	2,621
	Ross-shire ..	30	810	10	850	27	49	1	..	..	..	..	605
	Roxburgh ..	18	505	5	528	14	31	..	..	..	1	4	478
	Selkirk ..	13	343	5	361	14	21	2	..	..	..	..	337
	Shropshire ..	53	1,469	48	1,670	43	91	6	..	..	..	..	1,339
	Somerset ..	99	2,902	102	3,103	80	157	21	..	..	..	1	1,988
	Stafford ..	154	5,129	100	5,383	134	301	34	..	..	..	2	4,723
	Stirling ..	34	861	15	910	29	49	12	..	..	1	..	863

Suffolk ..	63	1,881	41	1,985	48	114	5	..	..	..	..	1,706
Surrey ..	215	6,268	308	6,786	172	365	45	..	..	..	..	6,312
Sussex ..	57	1,931	42	2,030	58	111	5	..	1	..	..	1,670
Sutherland ..	19	470	22	511	18	34	..	..	..	..	..	407
Tower Hamlets ..	67	1,698	37	1,802	46	116	6	..	..	1	..	1,668
Warwick ..	82	2,385	50	2,517	75	152	20	..	..	..	..	2,059
Westmoreland ..	25	632	17	674	19	43	2	..	..	..	..	653
Wigtown ..	9	201	2	212	8	10	..	..	..	..	..	146
Wiltshire ..	55	1,882	36	1,978	51	109	9	..	..	..	..	1,709
Worcester ..	57	1,962	22	2,041	50	106	14	..	..	..	..	1,592
York, East Riding ..	49	1,079	94	1,222	38	81	12	..	..	..	..	742
" North ..	54	1,622	26	1,702	43	103	3	..	..	..	..	1,380
" West ..	246	8,401	201	8,848	212	484	45	..	..	..	1	6,243
Total ..	6,596	196,700	5,373	209,609	5,427	11,396	1,202	9	15	7	16	171,309
Volunteer Medical Staff Corps												
Aberdeen ..	5	139	..	144	4	7	..	..	..	..	..	128
Edinburgh ..	3	82	1	86	3	7	..	..	..	..	..	80
Kent ..	9	358	47	414	8	28	..	..	..	..	..	270
Lancashire ..	9	223	4	236	8	20	..	..	..	..	..	203
Lancashire ..	17	534	..	551	12	46	..	..	..	..	..	500
Middlesex ..	18	406	25	449	14	35	..	..	..	..	..	362
York, West Riding..	3	118	9	180	2	8	..	..	..	..	..	114
Total ..	64	1,960	86	2,010	51	151	..	..	..	..	..	1,657

* Including boys who have qualified for the Capitation Grant as Buglers or Musicians.

1st November,

COUNTY SUMMARY "ALL ARMS."

County.	* Efficient.		Non-Efficient.	Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who have earned the Grant for Tactics or Artillery.	Who have earned the Grant for Signalling.		Who have earned the Grant for Supply Duties.		Present at Inspection.
	Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.	
Aberdeen	215	4,908	73	5,196	169	286	41	..	..	..	..	4,513
Anglesey	3	95	7	105	3	4	..	..	..	..	..	74
Argyll ..	51	1,464	57	1,572	47	78	4	..	..	..	..	1,071
Ayrshire	98	2,364	14	2,461	71	126	9	..	..	..	..	1,980
Banffshire	47	931	28	1,006	36	56	7	..	..	..	..	853
Bedfordshire	36	1,153	27	1,216	20	52	2	..	..	..	..	1,151
Berkshire	43	1,286	1	1,340	37	75	10	1	..	..	..	1,072
Berwick-on-Tweed	9	267	7	283	7	14	..	..	..	..	..	287
Berwickshire	39	756	12	807	24	44	3	..	..	..	..	728
Brecknock	19	785	54	858	14	46	..	..	..	..	..	641
Buckingham	43	1,357	27	1,432	41	83	7	..	..	..	..	1,316
Bute ..	18	346	10	374	13	20	3	..	..	..	..	333
Caithness	32	807	8	847	26	43	7	..	..	..	..	680
Cambridge	54	1,397	22	1,473	53	67	6	..	..	..	..	1,154
Cardigan	2	88	1	91	4	3	1	..	..	..	..	43
Carmarthen	17	607	59	683	12	29	1	..	..	..	..	247
Carnarvon	43	1,116	37	1,196	28	53	5	..	..	..	..	972
Cheshire	211	6,593	90	6,884	168	380	40	..	..	..	..	5,921
Cinque Ports	88	2,538	71	2,697	67	141	13	..	..	..	..	2,498
Clackmannan	27	678	20	735	22	39	..	..	..	..	..	636

Cornwall	97	3,245	64	3,406	75	158	10	..	..	..	2,455
Cromarty	3	82	1	86	2	4	..	..	..	..	74
Cumberland	75	2,189	44	2,308	56	122	16	..	..	..	2,077
Denbighshire	28	1,007	28	1,063	24	59	..	..	..	..	912
Derbyshire	87	2,382	20	2,439	64	147	11	..	1	..	2,019
Devonshire	230	6,251	181	6,662	188	369	28	..	..	..	4,550
Dorsetshire	52	1,622	19	1,693	41	92	9	..	..	..	1,372
Dumbarton	55	1,549	28	1,631	60	84	18	..	..	..	1,212
Dumfries	35	909	25	869	30	50	..	..	..	..	621
Durham	265	7,538	300	8,103	213	438	50	..	..	..	7,006
Edinburgh	167	4,539	125	4,831	146	271	67	..	..	..	4,389
Elgin ..	35	961	20	1,016	31	68	5	..	..	..	861
Essex ..	179	4,880	86	5,145	140	293	29	1	2	..	4,743
Fife ..	94	2,053	82	2,239	78	121	8	..	..	..	1,817
Flintshire	38	1,037	12	1,087	33	67	3	..	..	..	961
Forfar ..	149	4,000	109	4,258	137	215	35	..	..	..	3,939
Glamorgan	203	5,747	164	6,114	153	305	31	..	..	..	3,478
Gloucester	149	4,906	191	5,246	116	235	39	..	..	..	3,694
Haddington	25	683	16	674	19	32	6	..	..	..	604
Hampshire	218	7,066	155	7,439	184	403	70	..	1	..	6,408
Haverfordwest	9	115	33	157	5	12	1	..	..	..	85
Hereford	33	974	15	1,022	29	66	2	..	..	..	883
Herts ..	53	1,430	28	1,511	36	80	6	..	..	..	1,311
Inverness	49	1,271	25	1,345	44	77	8	..	..	..	1,159
Isle of Man	8	189	4	136	3	6	..	..	..	..	114
Ile of Wight	22	733	18	768	16	46	1	..	..	..	694
Kent ..	240	6,902	206	7,348	192	399	46	..	..	..	6,413
Kincardine	29	647	4	680	20	38	4	..	..	..	612
Kinross	3	105	6	114	3	5	..	..	..	..	85
Kirkcudbright	26	602	12	640	20	39	1	..	..	..	397

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

1st November,

COUNTY SUMMARY "ALL ARMS"—continued.

County.	* Efficient.		Non-Efficient.	Total all Ranks.	Proficients who have earned the Special Grant of 50s.		Officers who earned the Grant for Tactics or Artillery.	Who have earned the Grant for Signalling.			Who have earned the Grant for Supply Duties.		Present at Inspection.
	Officers.	Non-Com. Officers and Men.			Officers.	Sergeants.		Officers.	Non-Com. Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.	
Lanark ..	420	11,665	214	12,299	389	697	146	..	2	..	..	..	10,865
Lancashire ..	899	30,463	768	32,130	743	1,698	244	..	..	5	..	..	26,074
Leicester ..	49	1,456	96	1,600	41	81	4	..	..	..	..	..	1,193
Lincoln ..	98	2,650	73	2,821	73	166	9	..	..	..	..	..	2,329
Linlithgow ..	27	621	36	684	20	38	2	..	..	..	..	..	659
London ..	147	4,277	128	4,552	107	279	48	..	..	..	..	1	4,288
Merioneth ..	2	128	5	135	2	3	..	..	..	..	..	..	114
Middlesex ..	779	22,237	888	23,894	684	1,371	219	..	4	6	1	5	22,152
Midlothian ..	102	2,468	92	2,662	74	126	28	..	..	..	..	..	2,149
Monmouth ..	108	3,432	29	3,564	89	193	16	..	..	..	..	..	2,866
Montgomery ..	15	411	39	465	13	35	2	..	..	..	..	..	391
Nairn ..	7	160	..	167	6	7	3	..	..	..	..	..	157
Newcastle ..	86	2,072	27	2,165	70	136	18	..	..	..	..	..	1,862
Norfolk ..	124	3,473	118	3,715	108	190	10	..	..	..	..	..	2,837
Northampton ..	38	1,289	43	1,315	25	68	2	..	..	..	..	..	1,208
Northumberland ..	149	3,804	124	4,077	111	238	37	..	..	..	..	..	3,424
Nottingham ..	68	2,293	20	2,381	59	180	13	..	..	2	..	..	2,000
Orkney ..	31	468	17	516	25	38	4	..	..	..	..	..	428
Oxford ..	45	1,433	18	1,496	35	67	4	..	..	..	..	..	1,340
Peebles ..	12	227	14	253	11	14	..	..	..	..	..	..	220
Pembroke ..	10	190	12	212	7	15	3	..	..	..	..	..	126
Perthshire ..	73	1,833	54	2,008	49	101	4	..	..	..	..	..	1,731

1900.

49

	1	60	..	61	1	4	..	9	17	7	16	38
Bednor..	119	3,172	..	3,384	91	170	..	..	..	..	..	3,185
Bentley	38	974	10	1,022	35	61	..	..	..	..	..	766
Roxburgh	18	505	5	528	14	31	..	..	..	1	4	478
Selkirk ..	13	343	5	361	14	21	..	..	..	..	..	337
Shropshire	63	1,764	55	1,882	53	109	..	..	..	..	..	1,596
Somerset	127	3,680	120	3,937	99	188	..	..	..	..	1	2,743
Stafford	172	5,521	119	5,812	143	323	..	..	..	..	2	5,058
Stirling..	38	1,075	23	1,136	33	57	..	..	..	1	..	1,089
Suffolk ..	94	2,553	64	2,711	76	159	..	..	..	..	..	2,411
Surrey ..	235	6,892	317	7,444	186	388	..	1	..	..	..	6,945
Sussex ..	126	4,073	144	4,343	118	247	..	..	..	1	..	3,586
Sutherland	25	592	33	650	22	42	..	..	..	..	..	523
Tower Hamlets	91	2,744	41	2,876	65	181	..	..	..	..	1	2,637
Warwick	100	2,880	59	2,989	87	189	..	..	..	..	..	2,438
Westmoreland..	25	632	17	674	19	43	..	..	..	..	..	653
Wigtown	21	431	2	454	16	22	..	..	..	..	..	360
Wiltshire	55	1,882	36	1,973	51	109	..	..	..	..	..	1,709
Worcester	81	2,538	34	2,703	68	134	..	..	..	..	..	2,126
York, East Riding	99	2,114	162	2,375	81	146	..	..	..	..	..	1,795
" North "	90	2,463	142	2,695	63	154	..	..	..	..	..	2,215
" West "	373	12,146	293	12,814	313	711	..	1	..	..	1	9,637
Electrical Engineers	12	274	29	315	..	..	..	..	..	..	..	290
Engineer and Railway	42	..	..	42	..	..	..	..	..	..	..	..
Volunteer Staff Corps }												
Total ..	9,081	261,288	7,259	277,628	7,357	15,110	1,874	9	17	7	16	231,974

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1891.

Arm.	Estab-lish-ment.	Effi-icients.	Non-ffi-icients.	Total all Ranks.	Proficients who have qualified for the Special Grant of 50s.			Officers who have passed in Tactics, and have qualified for the Special Grant of 20s.	Who have passed in Signalling, and have qualified for the Special Grant of 20s.		Present at Inspec-tion.	Per-centage of Efficients to Enrolled.	Per-centage present at In-spection to Enrolled.
					Officers.	Serjeants.	Total.		Officers.	Non-Com. Officers.			
Light Horse	364	207	41	248	14	19	33	1	..	..	182	83.47	73.89
Mounted Rifle	61	1	44	45	..	..	..	..	..	..	..	2.22	..
Artillery	47,877	39,481	1,596	41,077	1,224	2,531	3,755	200	7	7	35,606	96.11	86.68
Engineers { Fortress and Rail- way	12,692	11,260	332	11,592	261	641	902	60	2	10	9,968	97.14	85.95
Sub-Marine Miners	1,701	1,401	168	1,569	..	..	..	4	..	..	1,291	89.36	82.28
Infantry (Rifle)	197,002	160,574*	5,588	166,162	4,578	9,868	14,446	942	72	131	137,050	96.64	82.48
Medical Staff Corps	1,517	1,278	80	1,358	37	92	129	1	..	3	1,289	94.88	91.57
General Total	261,214	214,197*	7,849	222,046	6,114	13,151	19,265	1,208	81	151	185,331	96.47	83.47

* Including 1,478 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1892.

(7287)

Arm.	Estab-lish-ment.	*Effi- cients.	Non- Effi- cients.	Total all Ranks.	Proficients who have qualified for the Special Grant of 50s.			Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant of 50s.	Who have passed in Signalling, and have qualified for the Special Grant of 50s.		Present at Inspec- tion.	Per- centage of Efficienta to Enrolled.	Per- centage present at In- spection to Enrolled.
					Officers.	Serjeants.	Total.		Officers.	Non-Com- Officers.			
Ligh Horse	364	196	54	250	13	22	35	1	..	..	177	78.40	70.04
Artillery	48,117	39,894	1,581	41,416	1,205	2,581	3,786	223	6	11	35,899	96.18	86.68
Engineers { Fortreas and Railway	13,095	11,385	387	11,722	269	653	922	64	3	9	10,032	96.70	85.58
	1,505	1,252	106	1,358	..	..	..	2	..	..	1,191	92.18	87.70
Infantry (Rifle)	197,891	168,302†	5,943	169,245	4,534	9,907	14,441	951	76	147	141,662	96.49	83.70
Medical Staff Corps	1,517	1,388	50	1,438	47	107	154	1	..	3	1,262	96.51	88.07
General Total	261,989	217,302 +†	8,121	225,423	6,068	13,270	19,338	1,242	85	170	190,223	96.40	84.38

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.
† Including 1,432 who have earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE

1st November, 1893.

Arm.	Estab-lish-ment.	*Effi-cienta.	Non-Effi-cienta.	Total all Ranks.	Proficients who have qualified for the Special Grant.			Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.		Present at Inspec-tion.	Per-centage of Efficienta to Enrolled.	Per-centage present at In-spection to Enrolled.
					Officers.	Serjeants.	Total.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.			
Light Horse ..	364	186	57	243	15	17	32	1	..	..	..	..	194	76.54	75.70
Artillery ..	47,957	39,748	1,886	41,534	1,198	2,573	3,771	275	..	..	..	..	36,098	95.59	86.81
Engineers { Fortress and Railway Sub-Marine Miners	13,095	11,043	653	11,696	278	671	949	67	1	1	..	..	10,069	94.32	96.09
	1,809	1,196	52	1,248	..	..	..	2	..	..	..	..	1,186	95.83	91.03
	197,190	165,545†	5,944	171,489	4,527	10,010	14,537	945	19	41	9	12	145,401	96.53	84.76
Infantry (Rifle) ..	1,517	1,393	88	1,481	49	106	155	..	..	..	..	..	1,325	94.06	82.71
Medical Staff Corps ..															
General Total ..	261,432	219,111 +†	8,630	227,741	6,067	13,377	19,444	1,280	20	42	9	12	194,113	96.21	85.23

* Including boys who have qualified for the Capitulation Grant as Trumpeters, Buglers, or Musicians.

† Including 1,211 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1894

Arm.	Estab-lish-ment.	* Efficient.		Non-Efficient.	Total all Ranks.	Proficients who have qualified for the Special Grant.			Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.	Present at Inspection.	Per-cent- age of Effi- cient to En- rolled.	Per-cent- age of Effi- cient to En- rolled.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.	Total.		Officers.	Non-Com. Officers.				
Light Horse ..	364	16	159	67	243	12	20	32	1	..	..	..	181	72.31	74.79
Artillery ..	47,880	1,536	38,704	1,742	41,983	1,220	2,593	3,813	324	1	2	..	37,023	95.85	88.19
Engi-neers { Fortress and Railway Sub-Marine Miners ..	13,065	410	11,161	272	11,843	293	685	978	62	..	..	..	10,461	97.70	88.33
	1,809	54	1,086	79	1,239	..	..	..	3	..	..	..	1,121	98.67	91.21
Infantry (Rifle) ..	196,980	5,495	184,454†	4,598	174,547	4,569	10,125	14,694	990	21	44	11	150,463	97.37	86.20
Medical Staff Corps	1,517	54	1,386	45	1,435	44	107	151	..	..	..	..	1,343	98.97	90.44
General Total ..	261,155	7,565	216,960*	6,903	231,328	6,138	13,530	19,668	1,390	22	46	11	200,592	97.06	86.71
		224,525													

* Including boys who have qualified for the Capitulation Grant as Trumpeters, Buglers, or Musicians.

† Including 906 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1895.

Arm.	Estab-lish-ment.	* Efficient.		Non-Com. Officers and Men.	Non-Efficient.	Total all Ranks.	Proficients who have qualified for the Special Grant.		Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.		Present at Inspection.	Percentage of Efficient.	Percentage present at Inspection to En-rolled.
		Officers.	Non-Com. Officers and Men.				Officers.	Sergeants.		Non-Com. Officers.	Non-Com. Officers.	Non-Com. Officers.	Non-Com. Officers.			
Light Horse ..	304	9	138	67	214	4	17	21	..	..	..	..	..	157	68.69	73.36
Artillery ..	47,718	1,524	39,184	1,507	42,215	1,200	2,597	3,797	371	2	3	..	..	36,795	96.43	87.16
Engi-neers { Fortress and Railway	12,976	402	11,311	245	11,958	295	685	980	58	2	2	..	..	10,159	97.95	84.95
Sub-Marine {	1,309	57	1,071	64	1,192	..	..	..	3	..	..	..	..	1,072	94.63	89.93
Miners {	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Infantry (Rifle) ..	197,070	5,425	164,450	4,782	174,657	4,580	10,197	14,777	1,001	28	49	10	20	149,590	97.26	85.65
Medical Staff Corps	1,591	55	1,386	77	1,468	45	105	150	..	..	..	..	..	900	94.75	61.31
General Total ..	260,968	7,472	217,490	6,742	231,704	6,124	13,601	19,725	1,433	32	54	10	20	198,673	97.09	85.74
			224,963													

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

† Including 786 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1896.

(7287)

Arm.	Estab-lish-ment.	* Efficient.		Non-Efficient.	Total all Ranks.	Proficients who have qualified for the Special Grant.		Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.		Present at Inspection.	Per-centage of Effic-ients to En-rolled.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.	Officers.	Com. Officers.	Officers.	Com. Officers.		
Light Horse ..	304	17	165	44	226	10	17	1	..	..	..	163	80.53
Artillery ..	47,801	1,588	40,223	1,253	43,059	1,238	2,611	415	3	4	..	37,652	97.08
Engi- neers { Fortress and Railway	13,158	407	10,953	491	11,851	280	673	60	..	..	..	10,048	95.86
Sub-Marine Miners	1,309	60	1,097	81	1,238	..	..	3	..	..	..	1,031	93.46
Infantry (Rifle) ..	197,975	5,690	167,511	5,091	178,292	4,653	10,220	1,049	24	36	9	164,095	97.14
Medical Staff Corps	1,490	58	1,270	65	1,398	48	102	..	..	..	..	1,245	95.33
General Total ..	262,087	7,815	*+221,219	7,025	236,059	6,229	13,623	1,528	27	40	9	204,229	97.02
			229,034								2)		86.52

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

+ Including 723 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1897.

Arm.	Estab-lish-ment.	* Efficient.		Non-Efficient.	Total all Ranks.	Proficients who have qualified for the Special Grant.		Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.	Present at Inspection.	Per-centage of Efficiency at Inspection to En-rolled.
		Officers.	Non-Com. Officers and Men.			Officers.	Serjeants.		Officers.	Non-Com. Officers.			
Light Horse ..	304	16	159	45	220	10	17	27	1	..	..	178	79.55
Artillery ..	47,724	1,596	39,333	1,395	42,824	1,250	2,614	3,864	445	..	..	86,781	96.7
Engi-neers { Fortress and Railway Sub-Marine Miners	13,734	426	10,474	328	11,228	299	684	983	66	..	..	9,682	97.08
	1,309	72	1,107	68	1,247	..	..	..	3	..	..	1,091	94.55
Infantry (Rifle) ..	197,999	5,731	165,007	4,662	175,400	4,700	10,212	14,912	1,090	13	22	148,676	97.84
Medical Staff Corps	1,488	55	1,230	94	1,379	47	102	149	..	..	..	1,242	93.18
General Total ..	292,558	7,886	217,310*	6,592	281,798	6,306	13,629	19,935	1,605	13	22	197,645	97.15
		225,206											85.27

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians,
 † Including 440 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1898.

Arm.	Estab-lish-ment.	*Efficients.		Non-Efficients.	Total all Ranks.	Proficients who have qualified for the Special Grant.		Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.	Present at Inspection.	Per-cent- age of Effi- cients to En- rolled.
		Officers	Non-Com. Officers and Men.			Officers.	Serjeants.		Officers.	Com. Officers.			
Light Horse ..	304	17	163	26	206	12	16	28	..	..	..	169	87.38
Artillery ..	47,645	1,630	38,964	1,428	42,022	1,297	2,597	3,894	490	3	..	36,359	96.6
Engi-neers { Fortress and Railway Sub-Marine Miners	13,785	427	10,413	389	11,229	293	682	975	74	..	..	9,754	96.54
	1,309	78	1,149	41	1,263	..	..	..	2	..	..	1,075	96.75
Infantry (Rifle) ..	198,099	5,758	164,389	4,468	174,615	4,740	10,258	14,998	1,128	7	12	149,799	97.44
Medical Staff Corps	1,488	56	1,261	23	1,343	46	104	150	..	..	..	1,253	98.06
General Total..	262,580	7,961	216,389*	6,378	230,678	6,388	13,657	20,045	1,694	10	17	198,376	97.24
		224,300											86.0

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

+ Including 250 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1899.

Arm.	Estab-lish-ment.	*Efficients.		Non-Efficients.	Total all Ranks.	Proficients who have qualified for the Special Grant.			Officers who have passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.		Present at Inspection.	Per-cent- age of present Effi- cient to En- rolled.
		Officers.	Non-Com. Officers and Men.			Officers.	Sergeants.	Total.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.		
Light Horse ..	304	17	163	20	200	13	18	31	..	..	..	..	169	90·00	84·50
Artillery ..	48,000	1,661	39,096	1,209	41,965	1,337	2,620	3,957	559	1	2	..	36,592	97·11	87·17
Engi- neers {Fortress and Railway Sub-Marine	13,735	427	10,876	459	11,762	306	669	975	74	..	..	..	10,014	96·09	85·13
	1,309	73	1,128	72	1,273	..	..	..	3	..	..	..	1,119	94·34	87·90
Miners	198,198	5,783	163,286	4,145	173,214	4,772	10,222	14,994	1,180	8	16	21	147,616	97·60	85·22
Infantry (Rifle) ..	1,870	59	1,352	28	1,439	48	109	157	..	..	..	..	1,246	98·05	86·58
Medical Staff Corps															
General Total .	263,416	8,020	215,901*	5,933	229,854	6,476	13,638	20,114	1,816	9	18	21	196,756	97·41	85·6

* Including boys who have qualified for the Capitulation Grant as Trumpeters, Buglers, or Musicians.
† Including 180 who earned the Lower Grant of 10s. each only.

STRENGTH OF THE VOLUNTEER FORCE.

1st November, 1900

Arm.	Estab-lish-ment.	*Efficients.		Non- Eff. cients.	Total all Ranks.	Proficients who have qualified for the Special Grant.			Officers who have passed in Tactics, Artillery, and have qualified for the Special Grant.	Who have passed in Signalling, and have qualified for the Special Grant.		Who have passed in Supply Duties, and have qualified for the Special Grant.	Present at Inspection.	Per- cent- age of Effi- cients to En- rolled.	Per- centage present at Inspection to En- rolled.	
		Officers.	Non-Com. Officers and Men.			Officers.	Sergeants.	Total.		Officers.	Non-Com. Officers.					
Light Horse	304	12	119	41	172	12	15	27	..	..	..	..	120	76.16	69.77
Artillery	51,374	1,864	47,198	1,265	50,327	1,487	2,750	4,237	588	..	2	..	44,489	97.49	88.40	
Engi- neers {Fortress and Railway Sub-Marine Miners	16,977	520	13,949	408	14,877	380	798	1,178	81	..	..	..	13,017	97.26	87.50
	1,689	85	1,462	86	1,633	..	..	..	8	..	..	..	1,382	94.73	84.68
	266,651	6,536	196,700	5,373	208,609	5,427	11,396	16,823	1,202	9	15	7	16	171,309	97.42	82.12
Infantry (Rifle)
Medical Staff Corps	2,516	64	1,860	86	2,010	51	151	202	..	..	..	..	1,657	95.72	82.44
General Total	339,511	9,081	261,288*	7,269	277,628	7,857	15,110	22,467	1,874	9	17	7	16	231,974	97.39	83.56
			270,869													

* Including boys who have qualified for the Capitation Grant as Trumpeters, Buglers, or Musicians.

* Including 889 who earned the Lower Grant of 10s. each only.

RECAPITULATION OF TOTALS OF ALL ARMS.

Year.	Estab- lishment.	Number of Super- numeraries authorized to be Enrolled.	Efficient.	Non- Efficient.	Total all Ranks.	Extra- Efficient.	Promotions who have qualified for the Special Grant.			Officers who have Passed in Tactics, and have qualified for the Special Grant.		Who have Passed in Signaling, and have qualified for the Special Grant.		Present at Inspection.	Percentage of Efficients to Enrolled.	Percentage of Extra- Efficients to Enrolled in Light Horse, Engineer, Mounted Rifle, and Rifle Arms.	Percentage Present at Inspection to Enrolled.
							Officers.	Ser- jeants.	Total.			Officers.	Non-Com. Officers.				
1861..	211,961	..	140,100	21,139	161,239	..	..	..	..	..	..	..	..	..	86.9	..	..
1862..	218,908	..	181,480	26,898	187,818	..	..	..	..	..	..	..	..	..	83.3	..	..
1863..	236,166	..	118,511	49,494	162,996	47,871	..	..	..	..	..	..	..	..	69.66	34.96	..
1864..	225,490	..	133,707	46,387	170,544	63,686	..	..	..	..	..	..	..	..	72.53	44.56	..
1865..	226,661	..	133,843	44,686	178,494	65,980	..	..	..	..	..	..	..	..	74.99	45.04	..
1866..	239,402	..	142,949	38,716	181,565	78,356	..	..	..	..	..	..	..	..	78.67	52.96	..
1867..	235,312	..	155,216	32,643	187,864	90,598	..	..	..	..	..	..	..	..	83.62	59.46	..
1868..	245,748	..	170,298	28,896	199,194	102,324	..	..	..	..	..	..	..	..	85.49	63.37	..
1869..	244,981	..	168,477	26,810	195,287	106,560	..	..	..	..	..	..	..	..	86.27	66.86	..
1870..	244,966	..	170,671	25,323	195,998	113,761	..	..	8,457	..	..	..	..	139,901	88.03	73.7	72.15
1871..	243,323	..	172,619	19,989	192,608	117,721	..	..	10,683	..	..	..	..	138,334	89.62	75.6	71.82
1872..	244,818	..	160,737	17,643	178,279	114,060	..	..	11,682	..	..	..	..	137,922	90.16	79.02	77.86
1873..	240,067	..	159,316	19,721	171,937	..	..	..	12,911	..	..	..	..	136,116	89.11	..	78.53
1874..	236,895	3,253	161,100	14,287	175,387	..	..	..	14,152	..	..	..	..	139,853	91.85	..	79.74
1875..	238,361	3,368	168,709	12,371	181,080	..	4,706	10,163	14,869	..	..	..	..	146,753	93.16	..	80.49
1876..	239,059	3,653	174,184	11,317	185,501	..	4,387	10,598	15,625	..	..	..	..	151,753	93.99	..	81.08
1877..	240,120	4,956	182,810	10,316	193,026	..	5,195	11,111	16,306	..	..	..	..	159,378	94.7	..	82.56
1878..	244,363	5,163	194,191	9,023	203,213	..	5,536	11,518	17,064	..	..	..	..	170,209	95.55	..	83.76
1879..	245,185	5,431	197,485	8,780	206,265	..	5,696	11,896	17,411	..	..	..	..	174,646	95.76	..	84.67
1880..	243,546	1,060	196,988	9,599	206,537	..	5,432	11,802	17,234	..	..	..	..	173,473	96.35	..	83.99

* Including boys who have qualified for the Capitulation Grant as Trumpeters, Buglers, or Musicians.

RECAPITULATION OF TOTALS OF ALL ARMS—continued.

Year.	Estab- lishment.	Number of Super- numeraries authorized to be Enrolled.	*Efficient. Non- Efficient.	Total all Ranks.	Proficients who have qualified for the Special Grant.		Officers who have Passed in Tactics or Artillery, and have qualified for the Special Grant.	Who have Passed in Signalling, and have qualified for the Special Grant.		Who have Passed in Supply Duties, and have qualified for the Special Grant.		Present at Inspection.	Percentage of Efficients to Enrolled.	Percentage Present at Inspection to Enrolled.
					Officers.	Ser- jeants.		Officers.	Non-Com. Officers.	Officers.	Non-Com. Officers.			
1881..	245,429	610	200,162	8,146	5,604	11,875	17,479	..	..	..	..	175,651	96.08	84.32
1882..	246,119	550	198,374	7,962	5,692	11,929	17,621	..	..	..	..	175,878	96.16	84.83
1883..	247,842	..	202,428	6,987	5,769	12,128	17,897	465	..	..	..	179,739	96.69	85.85
1884..	249,419	..	208,365	6,650	5,920	12,327	18,147	627	..	..	..	184,232	96.91	85.71
1885..	250,987	..	218,207	5,806	5,946	12,432	18,368	728	..	..	..	184,838	97.42	86.98
1886..	253,935	..	221,105	5,647	6,020	12,678	18,698	789	..	..	..	196,293	97.51	86.57
1887..	255,478	..	221,491	6,547	6,129	12,792	18,921	904	4	..	..	197,269	97.12	86.5
1888..	257,743	..	220,124	6,345	6,164	12,932	19,095	1,086	27	..	..	196,707	97.19	86.86
1889..	259,583	..	216,999	7,022	6,179	12,954	19,133	1,226	48	81	..	191,007	96.87	85.26
1890..	260,310	..	212,293	8,755	6,126	13,010	19,136	1,188	72	136	..	187,496	96.04	84.82
1891..	261,214	..	214,197	7,849	6,114	13,151	19,265	1,208	81	151	..	185,331	96.47	83.47
1892..	261,989	..	217,302	8,121	6,068	13,270	19,338	1,242	85	170	..	190,223	96.40	84.38
1893..	261,432	..	219,111	8,680	6,067	13,377	19,444	1,290	20	42	9	194,113	96.21	85.23
1894..	261,155	..	224,525	6,808	6,138	13,530	19,668	1,380	22	46	11	200,592	97.06	86.71
1895..	260,968	..	224,962	6,742	6,124	13,601	19,725	1,433	32	54	10	198,673	97.09	85.74
1896..	262,037	..	223,034	7,025	6,229	13,623	19,852	1,528	27	40	9	204,239	97.03	86.52
1897..	262,558	..	225,206	6,592	6,306	13,629	19,935	1,605	13	22	11	197,645	97.15	85.27
1898..	262,590	..	224,300	6,378	6,388	13,657	20,045	1,694	10	17	14	198,376	97.24	86.0
1899..	263,416	..	223,921	5,933	6,476	13,638	20,114	1,816	9	18	14	196,756	97.41	85.6
1900..	339,511	..	270,369	7,259	7,357	15,110	22,467	1,874	9	17	7	231,974	97.39	83.6

* Including boys who have qualified for the Capitulation Grant as Trumpeters, Buglers, or Musicians.

WAR OFFICE,
28th June, 1901.

EVELYN WOOD,
Adjutant-General.

76 8 | 01—H & S 7287) P-01.
744

ARMY.

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3

STRENGTH of Volunteer Service Companies and Drafts Embarked for South Africa in 1900, showing the numbers who died in South Africa, the Invalids sent Home, &c., and the strength of the Companies on Disembarkation in England.

Sixty-four Service Companies, exclusive of two companies, Lord Lovat's Scouts, still in South Africa.	Strength of companies on embarkation.	Drafts.	Total volunteers sent out.	Decrease.							Strengthen of companies on disembarkation at home.	
				Wastage due to war.			Wastage due to other causes.					
				Killed and died of wounds and disease in South Africa.	Invalided.	Total.	Discharged in South Africa.	Left in South Africa.	Other causes.	Total.		
Officers	193	54	247	8	27	35	3	28	21	52	87	160
Non-commissioned officers and men.	7,132	1,117	8,249	353	1,282	1,635	425	484	52	911	2,546	5,703

Dechy Good
Adj.

WAR OFFICE,
7th August, 1901.

COMMITTEE ON WAR OFFICE ORGANISATION.

REPORT

OF THE

COMMITTEE

APPOINTED TO ENQUIRE INTO

WAR OFFICE ORGANISATION.

Presented to Parliament by Command of Her Majesty.



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REPORT

1898-1901

COMMITTEE

APPOINTED IN 1897

WAR OFFICE ORGANISATION.

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COMMITTEE ON WAR OFFICE ORGANISATION.

R E P O R T

OF THE

C O M M I T T E E

APPOINTED TO ENQUIRE INTO

WAR OFFICE ORGANISATION.

Presented to Parliament by Command of His Majesty.



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Mr. H. J. GIBSON, *Secretary*.

TERMS OF REFERENCE.

The Secretary of State refers to the Committee—

- (a.) The Report of the Committee on Decentralisation of War Office business, 1898.
- (b.) The Report of the House of Commons Committee on War Office Contracts, 1900.
- (c.) The Draft Report of the Departmental Committee on War Office Establishments, 1898–99,

and, subject to the general distribution of responsibility laid down by the Order in Council of 7th March 1899, requests the Committee to consider—

1. Whether the present method of conducting the administrative and financial business of the War Office, and its distribution as between the civil and military departments, is satisfactory.
2. Whether the detailed financial audit as conducted in the War Office is required by the public interest; and whether the existing financial checks on the War Office hinder the efficient transaction of its business.
3. Whether the office of the Director of Contracts should deal with all the business now transacted there, or whether the making of contracts could be in whole or part transferred to the military districts, or to the military departments of the War Office.
4. Whether (with or without a transfer of staff) any of the administrative and financial business now transacted in the War Office could be delegated to the military districts.
5. Whether any change in the numbers, status, and pay of the clerical staff is desirable.
6. Whether military Officers and military clerks should be substituted in any degree for the present trained civilian staff;

and to report any other amendments of procedure in connection with the afore-mentioned subjects which would bring the work of the War Office more into harmony with that of large business undertakings.

REPORT.

SECRETARY OF STATE,

1. The Committee appointed by you on the 17th December last, to consider and report on certain matters relating to War Office Organisation, first met on January 8th, and have held 37 sittings.

2. The Committee decided, in the first place, to invite written suggestions on certain points from various quarters; and to ascertain the opinion of experienced administrators acquainted with the duties of the War Office with regard to the general conduct of business in this Department of State. Inquiries were addressed to a number of General Officers respecting the measures taken in consequence of the Report of the Decentralisation Committee of 1898, and they were asked to state their views upon the possibility of further decentralisation. Information was also obtained from railway companies, from important manufacturing companies, and from large co-operative societies with reference to their business procedure, and, more particularly, as to the methods adopted by them in making purchases and contracts and in dealing with contractors.

The replies to these communications have been printed in the form of appendices.

3. The Committee also proceeded to take evidence, both on the points mentioned above and on other matters. They had the advantage of hearing, among others, the Adjutant-General, the Inspector-General of Fortifications, the Director-General of Ordnance, the Quartermaster-General, the Military Secretary, the Permanent Under Secretary of State, the Accountant-General, and the Director of Army Contracts, as well as Lord Haliburton (late Permanent Under Secretary of State), and the following General Officers Commanding Districts, General H.R.H. the Duke of Connaught, General Sir Redvers Buller, Lieutenant-General Sir William Butler, Major-General Sir J. F. Maurice, Major-General L. V. Swaine, and Major-General Sir T. Fraser. The financial relations between the War Office and the Treasury, and the procedure with regard to contracts followed at the Admiralty, were explained by representatives of those Departments. The evidence of all the witnesses has been recorded, and various documents which were communicated from time to time have been printed.

4. Further evidence was given on the subject of contracts by representatives of great manufacturing and business firms, both to the Committee and to individual members, but on the understanding that such evidence should be regarded as confidential. The Committee visited the Arsenal at Woolwich, and took evidence on the spot from the Woolwich officials, while individual members visited the Ordnance Factories and the Headquarters of certain military districts.

5. In entering upon their labours, the Committee were confronted by the terms of the reference, which made their inquiry *subject to the general distribution of responsibility laid down by the Order in Council of 7th March 1899*. This limitation precluded the consideration of any organic changes in the constitution of the War Office.

6. The arrangement of the matter of the report has been somewhat complicated by the overlapping of the subjects covered by the reference. The Committee have, therefore, thought it advisable, in the first place, to state the general impressions to which their inquiries have led, to set forth existing defects and to lay down principles of administration which need to be applied to the War Office. Questions specifically referred to the Committee will then be grouped into different, and as far as possible independent, sections, namely, Internal Organisation, Financial Control and Audit, Contracts, Clerical Establishment, and Decentralisation. Recommendations will be made under these heads.

The last and most comprehensive question referred to the Committee—that relating to the general control and direction of the War Office as a whole—will be treated in the concluding section of the Report.

7. The general structure of the War Office organisation has been built up piecemeal as the result of constant changes and compromises. Principles of administration and of business have been too frequently subordinated to temporary exigencies, or to personal and political considerations.

Q. 2283 and
2430.

Thus, in place of becoming a compact machine working smoothly upon lines well conceived and thoroughly understood, the constitution of the War Office has been subjected to so many modifications, large and small, that the relations of the various parts have been shifting and indeterminate. What has been so perpetually changed and refashioned, not infrequently without reference to any ascertainable principle, is necessarily wanting in the element of permanence. Definitions of the duties of departments have, therefore, been wavering and uncertain. Hence, as Sir Ralph Knox stated, speaking from a long experience, and as the Committee have amply convinced themselves is the case, there is a disposition on the part of energetic heads of departments to draw power to themselves, and to enlarge the area of their activities beyond all reason and expediency. Great confusion is thereby introduced, and individual responsibility cannot be assigned.

Q. 3415,
4030, 4970,
7289.

8. These evils are enormously augmented owing to the government of the Army by the War Office being mainly carried on by a vast system of minute regulations, which tend to destroy the responsibility of General Officers, and to suppress individuality and initiative in all ranks. The complexity of regulations is now so great that their interpretation alone leads to a mass of useless correspondence. This state of affairs constitutes a grave detriment to the public service. The practice of making endless references to obtain authority, and reluctance to take direct action, are inevitable consequences.

It was stated in confidence to the Committee by witnesses accustomed to deal with both Offices that, whereas in the Admiralty it is possible to know where to go for a decision, and subordinate officials there promptly assume the responsibilities delegated to them, the task of obtaining a decision at the War Office is often, on the other hand, difficult and protracted. It follows that the mass of unnecessary routine work within the War Office is so great as to absorb the energies of the staff, which is generally overworked, and that high officials engrossed in routine have not sufficient time to devote to questions of real importance. Matters of policy are, therefore, not adequately considered. The necessary sense of proportion is lost, and the training and preparation of the Army for war must inevitably suffer.

9. An unfortunate suspicion also exists in the Army that technical military questions are sometimes decided by permanent civilian officials. All these unsatisfactory conditions necessarily promote distrust of the War Office on the part of the Army and of the public.

Q. 5591,
5614, 6918.

10. The Committee, while aware that the custom of questioning Ministers in Parliament and of moving for returns is a necessity of the constitution, have been impressed by the growing abuse of the practice. In the year 1900, when the War Office was confronted with an enormous pressure of important work, no fewer than 1,379 questions on matters affecting the Army were asked in Parliament, or an average of 66 for each week of the session, while on several days the numbers varied between 20 and 50. Although these questions are frequently of a trivial character, and are in many cases asked without any verification of the supposed facts on which they are founded, the labour and the correspondence involved is very considerable. Moreover, while the time and energies of high officials are diverted from more important work, the necessity thus imposed upon the War Office for constantly dealing with minor matters arising in the districts largely contributes to undue centralisation.

11. The Committee consider that a general, if not a precise analogy, can be established between the conduct of large business undertakings and that of the War Office. There are certain well-defined principles of management in all well-conducted business corporations, and the more closely

the War Office can be brought into conformity with such principles, the more successful will be its administration.

12. The following principles are particularly applicable to the War Office, and are conspicuously absent from it:—

1. The division of the work of the War Office into well-defined sections.
2. Distinct definition of duties and responsibilities of individuals, accompanied by an adequate delegation of powers.
3. A clear adjustment of the relations between the Civil and Military Departments.
4. Adequate provision for dealing with questions of policy and military preparation, unhampered by administrative routine work.
5. The substitution of an effective system of inspection for elaborate returns and minute regulations in the government of the Army by the War Office.
6. Decentralisation, meaning a large and real delegation of authority and responsibility to General Officers Commanding Districts.
7. Adequate machinery for co-ordinating work of all kinds, Civil and Military, and for securing effective supreme control and management of the business of the War Office as a whole under the authority of the Secretary of State.

The Committee have kept these general principles constantly before them in framing the various recommendations in the Report.

INTERNAL ORGANISATION.

13. The first heading in the reference directs the Committee to report whether “The present method of conducting the administrative and financial business of the War Office and its distribution as between the Civil and Military departments is satisfactory.”

The Committee have no hesitation in asserting that both the method and the distribution are unsatisfactory in several respects.

14. The Committee consider that it lies outside the scope of their duties to enter into the detailed administrative arrangements of the several Departments. These details must be worked out in the ordinary course of business at the discretion of their Heads, who should be held responsible for the smooth and efficient working of the branches of the War Office which they severally control. The measure of success attained in this direction is the gauge of their administrative capacity.

15. It is, however, clear that the definition of the respective duties of departments contained in the rules of War Office procedure (*see* Appendix II.) fails to determine responsibility, and to prevent the undue overlapping of functions.

16. The relations between the Departments of the Quartermaster-General and of the Inspector-General of Fortifications afford examples of the want of proper definition of duties. Their individual functions in regard to such questions as the construction of barracks, the selection of sites and the adjustment of accommodation, are evidently intermixed. The provision of rifle ranges is dealt with by three Military Departments. It may be necessary that all these Departments should intervene in these questions. But one single Department should be charged with their settlement. Q 5863,
5936, 6435.

The organisation for dealing with Military education appears to be on an anomalous basis and to need investigation. Military education is divided into two sections which deal with the education of officers and of men respectively. The section dealing with the former acts under the Military Secretary. The other section is under the Adjutant-General. Both sections have to refer for decisions to departments engrossed with other work of a different character. Q. 9660, &c.

17. As regards the internal arrangements of departments, the Adjutant-General's Office supplies an example of congestion of business and of excessive centralisation. The first section of the Adjutant-General's Department employs more than 40 clerks, who work without any proper Q. 5504,
9381, &c.

distribution of duties or organised supervision. The Committee hope that the proposal lately put forward by the Adjutant-General for reconstructing this Department will be dealt with at once.

18. Again, there is a general want of adequate delegation of authority in the War Office, with the result that subordinate officers acquire the habit of referring minor questions for the consideration of superiors, whose time is thus diverted from the consideration of matters of greater importance.

These defects result in an unreasonable amount of internal correspondence, involving excessive minute writing, and leading to delays and to conflicting decisions.

19. The proper distribution of duties between the Military and Civil branches of the War Office is vital to an effective central administration of the Army. When the Military Branch was at the Horse Guards and the Civil Branch at Pall Mall, their functions were separate and distinct. Parliament through the Secretary of State interfered little with Military administration. On the other hand, the Military Department had no financial responsibility in practice or in theory. These conditions have now changed. The Secretary of State must exercise a large control over purely administrative Military work; while an increasing measure of financial responsibility must devolve upon the Military element.

20. The Military and the Civil branches are now under one supreme authority; but, partly from tradition and partly from other causes, a dividing line between these branches still, to some extent, exists. It is essential, as far as possible, to obliterate any sense of division which produces antagonism, delays the transaction of business, and causes re-duplication of work and irresponsibility.

21. As stated by the Decentralisation Committee of 1898, "The imposition of increased financial responsibility on General Officers should be accompanied by more complete association and union between the Military and the Civil Departments at the War Office." Very little has been done to give practical effect to this most important recommendation. The relative responsibilities of the Military and of the Civil sides of the War Office are, like those within the Military departments themselves, imperfectly defined.

22. As regards finance, the proper duties of the Civil Branch fall under two heads, viz. :—

(a.) The examination and audit of Expenditure.

(b.) Concurrent financial criticism, the keeping of Accounts, and the collation and review of Estimates.

As regards (a.), it is evidently necessary that audit should be entirely independent of the Military Departments, whose expenditure is being reviewed.

But the duties included under (b.) should be discharged in closest contact with the Military Heads, who should have the benefit of expert financial assistance alike in the preparation of their estimates, in the interpretation of regulations, and in the financial consideration of new proposals arising in their departments.

Q. 5495, &c.
6957, &c.

23. Important evidence was given to the Committee that Military Spending Departments are not sufficiently in touch with the Financial Branch of the War Office, and have no direct means of obtaining that financial assistance and knowledge of the progress of their expenditure which are essential to the due discharge of their duties. There should be representatives of the Accountant-General in the Military Spending Departments, who would not cease to be his officials, but should be at the disposal of the Head of these Departments, to act as financial advisers and render financial assistance within the Departments. The Committee were informed by the Director-General of Ordnance that an arrangement of this nature had been made as regards his Department, and that it had been found to work satisfactorily. The Military Spending Departments, thus provided with adequate financial advice, would become complete administrative units, and the responsibility of their Heads would be rendered more real than it is at present. With the assistance of

Q. 5225.

these Branches, the Military Spending Departments should have full control over their votes, and their interpretation of regulations should be final.

24. Proposals were made that went beyond this recommendation, and it was urged in some quarters, either that the Accountant-General's Department should be transferred to the Commander-in-Chief, or that its several sections should become integral parts of the Military Departments with whose work they are respectively concerned. It is essential, however, that the Secretary of State should continue to have immediately under him the financial staff for watching and controlling military expenditure, while at the same time it is necessary that there should be the closest co-operation between the Military and Civilian Departments. The Committee believe that their proposals will do much to effect this, and that the closer relations established between the Military Departments and the Finance Branch will result in economy to the State. Q. 3817, &c.
6865, &c.
7316.

25. As regards the Central Office (Secretariat, Registry and Parliamentary work), complaints have been made continually by the public of the dilatory conduct of correspondence by the War Office. Much of this is due to the constant references from department to department, and to the enormous correspondence which proceeds, under the present system, between the military districts and the War Office. But it is also partly due to want of systematic control throughout the War Office, and partly to weakness in the Registry, which distributes the letters and papers coming into the War Office to the various departments, military and civil.

The official ultimately responsible for the proper working of the Central Department as a whole is and must be the Permanent Under Secretary of State. But his time is very fully occupied, and the Committee think that the immediate supervision over its working should be more precisely delegated to the Assistant Under Secretary than has been the case in the past. This would leave the Permanent Under Secretary more free to exercise his larger functions, and especially those indicated in the concluding section of this report. Q. 5043.

26. It appears that supervision over the Registry has, as a rule, been delegated to the Assistant Under Secretary; but the Committee were informed that recently, having been unable to obtain from the Permanent Under Secretary the increase of staff which he considered necessary, the present Assistant Under Secretary asked to be "relieved of responsibility" for the Registry. Apparently he was so relieved, and the Permanent Under Secretary thenceforward added a nominal supervision over the Registry to the many other duties engrossing his attention. Q. 4782,
5046, &c.

27. The task of the Registry is a heavy one, and specially needs adequate supervision and organization. Some 3,500 letters, on an average, have of late been received daily at the War Office. They are opened in a central Registry, and are then passed on to the department concerned, with such papers as may seem to bear on the particular case. As many letters deal with subjects in which more than one department is concerned, it is obvious that they may sometimes be sent to the wrong quarter. Moreover, as all letters are at present addressed to the Under Secretary of State, this may have increased the difficulty of prompt distribution. Q. 4821,
6936.

The Committee recommend that letters should be addressed to, and answered from, and in the name of, the individual departments concerned.

28. The Committee are satisfied that supervision over the Registry should be a special duty of the Assistant Under Secretary, and that the staff should be strengthened by the addition of an experienced Higher Division Clerk. In making this recommendation, however, they have no wish to reflect on the clerks now employed in the Registry. On the contrary, the Committee think that these gentlemen have displayed great industry and assiduity in discharging very difficult duties without proper system or guidance.

29. Specific suggestions for the conduct of the business of the Registry have been made by Colonel Watson, and appear worthy of consideration. (See Appendix III.)

FINANCIAL CONTROL AND AUDIT.

(a.) *External Financial Control.*

30. The particular questions in the reference under the above heading are:—

- (1.) Whether the existing financial checks on the War Office hinder the efficient transaction of business;
- (2.) Whether the detailed financial audit, as conducted in the War Office, is required by the public interest; and
- (3.) Whether financial business now transacted in the War Office could be delegated to the military districts.

31. External financial checks upon the War Office, which may operate so as to arrest or modify action, may be summed up under the term Treasury control. The queries of the Comptroller and Auditor-General are not of this character. Numerous and detailed as they are, and although giving rise to much correspondence, they are not instituted until after action has been taken, and with a view to report to Parliament. Whether such queries and correspondence may or may not be modified is a matter for Parliamentary consideration.

32. Departmental Treasury control, as it is called, is not concerned in deciding the general total of the estimates. This is settled by the Cabinet, the Secretary of State for War representing the requirements of the Army, while the Chancellor of the Exchequer represents general financial considerations.

33. The total amount of the Army Estimates being once decided, Departmental Treasury control intervenes at the secondary stage. It may be said generally, that the functions of this control are now comprised (a) in seeing that the Estimates are drawn up in the proper form, and with the necessary explanations; (b) in dealing with applications to divert money from the purposes for which it was voted to other purposes; and (c) in authorising, in such instances as seem necessary and advisable, anticipations of Parliamentary authority. The Treasury is further charged with a certain dispensing power in regard to the Royal Warrants, with a general control over all establishments in the public departments, and with the administration of the Superannuation Acts, while, in some cases, action cannot be taken without its authority, although money has been provided in the estimates.

34. With regard to (a), the Committee have no observations to make. It is obvious that some one department must supervise the form of the estimates. As regards (b) and (c), the authority given to the Treasury to anticipate Votes, and to see that the money is expended on the services for which it is provided, results from the procedure of Parliament. The Works Vote is often not sanctioned by Parliament till late in the year, and it is therefore the practice of the Treasury to sanction expenditure upon urgent works in anticipation of the Vote. When the case arises of deficiencies in one direction and savings in another under the subheads of the same Vote, these savings are applied by the War Office to meet deficiencies, without reference to the Treasury. In cases, however, of transfer between Vote and Vote, involving the application of funds to purposes distinct from those for which they were specifically voted, Treasury sanction is necessary.

35. But the Treasury, in addition to seeing that money is applied to the purposes for which it is voted, is charged with seeing that all money voted for the year is spent within the year. Money not spent is surrendered, and finds its way to the Sinking Fund. Attention must be drawn to this practice, because, in respect of certain departments at the War Office, it tends to wastefulness. It is obvious that, with the most careful estimating, it is not always possible for a department concerned with works or stores, &c., to spend in the year exactly the amount estimated. In such an event, provided the money has been issued from the Exchequer, it is open to the department to ask for the amount unexpended to be revoted in the following

year. But this procedure is complicated, can only be taken in respect of considerable items, and is certainly very far from being generally understood. The Committee have ascertained that the system of "carry over," by which unspent balances are placed in a suspense account and carried over to the next year, has been adopted in Germany in the interests of a severe economy, and they recommend that a similar system should be adopted.

36. It would also be an advantage if in the case of new works, as to which there is most complaint, the military districts could be informed in November of the programme of works and of the approximate amounts to be allotted in the estimates of the forthcoming financial year. This information as a rule is not given till February. Consequently there is insufficient time to prepare the plans for the selected works by the 1st April, and contracts are given out too late in the year, when the building season is already advanced.

37. It is with regard to the authority which it is the practice to obtain from the Treasury in certain cases, more especially in connection with works, that the Committee find that unnecessary references arise, and they think that the War Office should be given larger discretion. The intervention of the Treasury in some of these instances is traceable to circumstances which have ceased to exist; and there is reason to believe that the Treasury would readily relax its control in these matters.

38. The Committee, therefore, make the following recommendations:—

(1.) All Works of 5,000*l.* and over should be provided for by loans to be sanctioned by Parliament for specific works, and should, therefore, be taken out of the category of Annual Votes.

(2.) The moneys voted on Army Estimates for works and buildings should be classified as follows:—

Part 1.—New works under 5,000*l.*

Part 2.—Repairs, renewals, and maintenance.

These services should not be detailed, and no reference to the Treasury should be required, so long as the total amount allotted to the various districts is not exceeded.

(3.) The War Office should have authority, and should delegate authority to General Officers Commanding, so far as their districts are concerned, to transfer savings from Part 1 to Part 2.

(4.) Treasury sanction should not be needed for the purchase, sale, or exchange of land or premises, unless the estimated value exceeds 5,000*l.*, as against the present limit of 1,000*l.*

(5.) Treasury sanction should not be needed for the grant of an increased price to contractors under a formal contract, nor for the payment of compensation to a contractor for loss due to departure from the terms of a contract, nor for the abandonment of fines or claims for excess cost of stores purchased in default.

(6.) Treasury sanction should be dispensed with in regard to the rate of interest payable on purchase money for land or premises.

39. The Committee recommend, in addition, that the powers of the Secretary of State, and of General Officers Commanding to write off losses, deficiencies, or over issues of cash or stores in all cases that arise, provided there is no proof or presumption of theft or fraud, be increased as follows:—

	Cash.		Stores.	
	Present Powers.	Proposed Powers.	Present Powers.	Proposed Powers.
	£	£	£	£
Secretary of State - - -	Nil.	20	100	100
General Officers Commanding - -	1	5	10	50

40. The Committee also recommend that the Secretary of State should have power, without reference to the Treasury, to grant rewards to inventors up to 100% in each case instead of 25% as at present.

41. Furthermore, in order to save reference and correspondence, in cases where the amount of public money involved is inconsiderable, the Committee recommend that the Secretary of State be allowed to sanction expenditure, not covered by the regulations, up to a total limit of 5,000% a year, provided that—

- (a.) No permanent alteration of existing regulations is involved.
- (b.) The amount so sanctioned does not involve a recurring charge.
- (c.) The authority is only used for charges which are recognised by the Secretary of State as fit subjects for military expenditure.

42. If these recommendations are accepted, the Committee believe that superfluous correspondence between the War Office and the Treasury will be minimised, and that Treasury control will be strictly limited to what is reasonable. It must be remembered in this connection that Treasury control involves the centralisation in the War Office of correspondence affecting the Army, and prevents decentralisation.

43. An exaggerated impression exists, that Departmental Treasury control has been exerted to an extent and in a manner that has seriously hampered the administration, and impaired the efficiency of the Army. The Committee have found no proof of this, and they have satisfied themselves that the Treasury has strictly confined itself to the action imposed upon it by Parliament.

(b.) *Internal Financial Control.*

Q. 4114,
7071, 7265.

44. Before dealing with the question of War Office audit, the Committee must refer to the suggestion, which has been made, that the Comptroller and Auditor-General might be charged with the entire audit work of the War Office. The Committee do not endorse this suggestion. The Secretary of State is responsible for the proper expenditure of the money voted for his department, and must discharge that responsibility through his own officers and regulations, while the Comptroller and Auditor-General is an independent authority, responsible to Parliament alone, and expressly appointed for auditing the public accounts.

45. This financial responsibility of the Secretary of State is exercised through a system of regulations, to which the special attention of the Committee has been directed. The extreme elaboration of these regulations, and the minute and detailed checks imposed upon high officers, which multiply queries and largely destroy all responsibility, are recognised by the Committee as a main cause of that over-centralisation, with which they deal in another part of their Report.

46. The Committee must preface their recommendations with some explanatory discussion. In dealing with the detailed financial audit conducted at the War Office, it must be remembered that the word "audit" as used at the War Office includes not only audit in the usual sense of the word, but the examination of expenditure with reference to regulations by which it is controlled. It is with this latter duty that the greater part of the Accountant-General's work is concerned.

47. The accounting business of the Accountant-General's Department falls into two large groups. The first group consists of what are called final payments, that is, all payments for supplies, stores, works, &c., over 100% ; these are not effected until after due examination of the account, so that the issue of the money, and its acknowledgment, close the transaction. The second and larger group of payments is made under the system of what are technically called imprests,

i.e., advances of money to individuals, mainly Paymasters, who have to render an account of their expenditure which is wholly, or partially, audited at the War Office.

48. With regard to final payments, these are made on certificates signed by the responsible officers, attesting that the articles are up to standard, and have been duly received. But in the case of works, the bills, although accompanied by the necessary certificates from the responsible officers, are subjected to a so-called professional check in the department of the Inspector-General of Fortifications before being passed to the Accountant-General for examination and payment.

49. The primary authority for a payment in respect of buildings is the certificate of the divisional officer of Royal Engineers, and the only satisfactory professional examination or audit must be that conducted by that officer on the spot. His certificate must form the basis of the claim for payment, and any laxity in the local examination should be checked by occasional local inspection carried out by surveyors under the orders of the Inspector-General of Fortifications. The Committee recommend that the check now conducted by the Inspector-General of Fortifications in Whitehall should be abolished, thus releasing the officials employed upon it for other duties. The examination of the Accountant-General should be restricted to such purely arithmetical checking as may be considered necessary.

50. To pass to the second group of payments, an imprest or advance of money is issued to a Paymaster, who either (1) makes direct local payments under the value of 100*l.*, or (2) issues moneys to captains of companies or other persons, the company officers becoming sub-accountants in respect of the payment of their men.

51. With reference to the direct payments made by the Paymasters, the Committee have no recommendations to make as regards the limit of 100*l.* Q. 3339, 4210. It may be explained that there is some convenience in making all payments over 100*l.* at the War Office, as this system avoids the necessity of transmitting money, and of keeping large balances all over the country.

52. But the question of payments made by sub-accountants requires further consideration. The accounts of the company officers, who act as sub-accountants, are comprised in the company pay-lists. The Committee are decidedly of opinion that these pay-lists are unnecessarily complicated, and they were informed that these complications, while unduly occupying the time of officers, also cause much misunderstanding and dissatisfaction among the men. To take a conspicuous instance, the messing allowance should be treated as pay. Various small deductions or stoppages, *e.g.*, for haircutting, libraries, &c., are a further source of complication, and should cease to be a direct charge against the soldier; while it is also desirable to simplify the various rates of duty pay. Again, too, the present system of accounting for clothing and money compensation in lieu of issues in kind is extremely obscure and highly complicated. It is strongly recommended that these questions should be at once taken up with a view to rendering the pay lists simple and intelligible. These reforms will materially reduce the clerical work of company officers. Q. 8543, 9049, 8169, 8356.

53. The Paymasters now act as auditors in respect of these company pay-lists, and their work, again, is re-audited by the Accountant-General. Formerly this re-audit was applied in full to the accounts rendered by the Paymasters, but it is now limited to $\frac{1}{4}$ th or $12\frac{1}{2}$ per cent. of the accounts. The Committee believe that it could, with safety, be further reduced to 5 per cent. if supplemented by inspections. At the same time, the audit of company accounts would be simplified by accepting as sufficient, the production of vouchers to support the credits taken by the Paymasters, properly classified under the heads of service, subject to the occasional inspection of the pay-lists.

Q. 3319,
4111, &c.

54. Before deciding on these recommendations as to audit, however, the Committee carefully examined the question of principle involved in the conduct of any audit by Paymasters. It may be contended that the principle is objectionable in itself. The Paymaster, indeed, may be viewed in so far as he issues the money to his sub-accountant, as being, in a sense, a disbursing officer on the one hand, while he is the auditor of his own disbursements on the other. But undue weight need not be attached to this theoretical objection. In the first place, the issues by the Paymaster himself are regulated by the demands of the units with which he deals, while the issues made to him from the War Office are regulated by his average requirements. Again, the Paymaster has no interest in the payments for which he issues the money; and the knowledge which he acquires under the present system and his military standing allow him to be of much assistance to young company officers in the matter of accounts.

55. It is, therefore, the Committee's opinion that the Paymasters' audit should continue as before in respect of company accounts, of travelling, and other miscellaneous claims, and that their functions, as disbursing officers, should continue to be limited to making direct payments for contracts, &c. under 100*l*. These disbursements should be effected on the certificate of the responsible officers, which should be accepted by the Paymaster without query, subject to audit.

The Committee further recommend that the Paymasters' examination of travelling claims should be accepted as final, and that any queries that they may raise on doubtful travelling claims should be referred by them direct to the General Officer Commanding for his decision.

Station Paymasters should also be empowered to effect payments of travelling, and other claims, arising within their own areas, which are now made only by District Paymasters.

56. After an exhaustive investigation, however, of the whole subject, the Committee have come to the decided opinion that the main flaw in the present system of an examination and audit is its centralisation at the War Office. This centralisation tends to want of touch between the Accountant-General's Department and the Army; to ignorance of the difficulties felt by the military officers on the one hand, and to misunderstanding on the other; to excessive correspondence, and to undue delay in settling questions.

57. The Committee, therefore, recommend that the work of examination and audit should be transferred from the War Office to the headquarters of the military districts, not only in respect of payments made by Paymasters, but in respect of all store, supply, and clothing accounts now rendered direct to the War Office. The audit should then be conducted at such headquarters by local sections of the Accountant-General's Department, whose audit should be accepted by the Accountant-General as final. The officers of the Central Department of the Accountant-General and of the local sections should not only be interchangeable, but should, in practice, be interchanged. This is a point on which the Committee desire to lay much stress.

Q. 3505,
4001,
4059, &c.,
7399,
7736,
8006,
8536,
8851.

58. The proposal to establish a local audit was discussed at considerable length with the Accountant-General's Department, while the opinion of General Officers in Command of Districts was also taken, by whom it was very favourably received. It must be admitted that the opinions of the Accountant-General's Department, and of Sir Ralph Knox, the late Permanent Under Secretary, are unfavourable to the proposal. But it was not urged that any insuperable difficulties would be encountered in adopting the scheme, and the Committee are convinced that the advantages to be derived will greatly exceed the disadvantages with which it may be accompanied.

59. It was urged that such a system of decentralisation may result in—

(1.) A variety in practice and interpretation at the different local centres.

- (2.) A greater rigidity in interpretation, since the higher officials in the War Office can use their discretion more freely than their local representatives could be expected to do.
- (3.) A greater expense to the public, in so much as the examination of the Accountant-General is now specialised under subjects in Pall Mall, and that this arrangement allows a cheaper agency to be employed than could be utilised at a local centre, where a small staff will have to cope with all the subjects of Army expenditure.
- (4.) A risk of too close relations between the officials of the local sections and the local military officers, whereby the check that is afforded by a removed and sequestered Account Department may be weakened.

60. The answer to (1) is that any variety in practice that may arise will speedily disappear, if the powers of the local auditors are clearly defined, and if inspection visits are made from the War Office. The Committee are informed that no practical inconvenience is encountered in India by the administration of complicated Customs Laws, by the various Local Governments, under the general control of the Government of India, to whom, in cases of doubt, questions of importance are referred.

61. The objections under (1) and (2) are to some extent mutually destructive. Questions outside their delegated powers could readily be referred by the local auditors to the Accountant-General, while the interchange of officers with the War Office, in addition to inspections from Pall Mall, will maintain sufficient uniformity.

62. As to (3), the change recommended will, for the reason given, involve some expenditure. Against any increased expenditure resulting from this measure may be set the economy derived by the reduction that the Committee have recommended of the Accountant-General's re-audit of company pay-lists. And the Committee believe that the total reduction in correspondence and reference, the simplification of the audit, and other advantages, will more than compensate for any increased expenditure.

63. With respect to (4), while the Committee fully recognise that an examining and auditing staff should be distinct from the disbursing staff, and should be under separate departmental control, they emphatically reject the contention that danger must necessarily arise through contact between the two establishments. In India, where the Military Accountant-General and the local controllers are military officers, and work in the military offices, contact is allowed, and has produced no dangerous results. The Committee hold that interchange of views between the military staff of the districts and the adjacent local auditors will be beneficial to both services. It will enable the military staff to avoid errors, and will relieve the examining establishments from the duty of detecting mistakes and of making disallowances, which a timely reference to them may avoid. The Committee are fortified in this view by the expectation on the part of General Officers that the opportunity of consulting the local auditors will save them from many difficulties in which they now find themselves involved.

64. In short, it is anticipated that by a system of local audit, which will bring the audit officials into touch with the Army, a greater appreciation of the practical necessities of military administration on the one side, and of the exigencies of financial control on the other, will be promoted, and that the relations between the two branches of the public service will be materially improved.

65. The establishment of local auditors will evidently harmonise with any such military policy as that recently announced, in so far as this aims at the erection of large commands of an autonomous and self-contained character, and may, in the event of foreign expeditions, work in most advantageously with the general military organisation. It was, indeed, brought to the Committee's knowledge that, during the present war, the want of representatives of the Accountant-General's Department in South Africa has been felt. Such demands would be much more easily met in future, if local

sections of the Accountant-General's Department, accustomed to act independently and equipped with a trained staff, were in existence and could at once respond to any call.

66. The Committee realise that this proposal involves redistribution of the Accountant-General's Department. Probably not less than 150 clerks would be taken out of Pall Mall, and distributed to six or more military centres. Such a change must entail some temporary dislocation of business, but the Committee are convinced that these difficulties are well worth facing, in order to secure the objects they have in view.

67. Suggestions were made that the Paymasters should be removed from the control of the Quartermaster-General, and be placed under the orders of the Accountant-General. The Committee do not view this proposal with favour. It is their belief that military officers are best controlled by military superiors, and it appears that the Accountant-General has sufficient voice, as it is, in the selection and promotion of Paymasters. At the same time it would be an advantage if selected Paymasters could be temporarily employed in the Accountant-General's Department.

68. The Committee have visited the manufacturing departments at Woolwich and have taken evidence in regard to the system of piecework and general work accounts which have been established there. This system appears unnecessarily complicated and expensive, while the quarterly stocktaking in certain departments seems to be scarcely justified by the results obtained. The cost of the central office is not separately shown in the published accounts, which should make a clearer distinction between productive and unproductive expenditure. The Committee are strongly of opinion that the whole system of Woolwich accounts should be made the subject of inquiry by an expert independent authority.

As regards audit, the Committee consider that the Woolwich establishments should be treated as a military district, and that all queries arising should, as far as possible, be locally settled. Personal discussion should be the rule, and a question should only become the subject of correspondence with the War Office when no sufficient explanation can be obtained on the spot.

69. The Committee believe that the recommendations which they have made will do away with unnecessary checks, will promote a true sense of financial responsibility, and will pave the way to a real measure of decentralisation.

CONTRACTS.

70. The Committee have taken a considerable amount of evidence as to the working of the Contracts Branch. This evidence is somewhat conflicting. The friction which it brings to light may in part be due to the pressure produced by the war, and to the necessity for making urgent purchases on an unprecedented scale. The differences and the misunderstandings between the Contracts Branch and the Supply Departments have consequently been accentuated.

While making allowance for these abnormal conditions, the Committee consider, nevertheless, that the present relations between these departments are exceedingly unsatisfactory, and call for immediate re-adjustment.

71. This state of affairs has led, in certain quarters, to the contention that Supply Departments are charged with responsibilities which, under the existing system, they are prevented from fulfilling.

The Quartermaster General and the Director-General of Ordnance are respectively charged, *inter alia*, under the Order in Council of 7th March 1899, with "supplying the Army with food and forage," and with "supplying the Army with warlike stores, equipment and clothing."

It was contended by the Director-General of Ordnance and by other officers, that this responsibility cannot be effectively exercised unless the heads of the supply departments have full powers to make purchases within the limits of the votes that they administer, unhampered by resort to a general and independent purchaser.

Q. 364, &c.,
2304,
2469,
4373,
5664,
6480,
8012.

The Committee believe that, provided that the functions of the Director of Contracts are properly regulated and defined, the grounds for this contention will disappear, and Heads of Supply Departments will be able to discharge their responsibilities satisfactorily.

72. It is the business of the Director of Contracts at the War Office to act as general purchaser for the Supply Departments. His office was established shortly after the Crimean war, and its utility and necessity have been re-affirmed by a variety of Parliamentary and other Committees. A similar office was instituted at the Admiralty in 1869, to act for the Navy Departments (with the important exception of two departments), and is said by the Admiralty to have worked well.

73. The Director of Contracts is not only the general buyer for the requisitioning departments of the Army. He is also a large buyer for the Admiralty, Post Office, Colonies, and India. It is the duty of his branch to keep itself informed of the general state of the market, to maintain a uniform policy in regard to contractors and labour questions, to prevent competition in the market between departments whose requirements overlap, and to seek out new sources of supply. The work of the Contracts Branch is conducted under the supervision of a Parliamentary Officer, the Financial Secretary, who is appointed to deal with all the questions that must arise out of an immense expenditure of public money, involving many interests and competitors. A continuity of policy and uniformity in the treatment of contractors and of labour questions should be secured by the centralisation of all this business in one department.

74. The system of having a buying department distinct from, but the agent of, the requisitioning or using departments is adopted by railways and large business enterprises, although the practice of buying through departmental managers with expert knowledge of special articles is not uncommon.

The Committee believe that, as a general principle, the retention of a central buyer is to the public interest.

75. Exception may, however, be made in the case of the manufacturing departments at Woolwich. Contracts for certain machinery, and stores of a technical character, should be made by the Chief Mechanical Engineer, who is entirely independent of the superintendents of the various manufacturing establishments. He would in effect combine with his other duties the functions of a local Director of Contracts in respect of certain articles. The contracts made by him would be made under the same general rules that apply to the Director of Contracts, to whom copies of the contracts made would be passed for review.

76. The Committee now pass to consideration of the measures which would place the Director of Contracts in his proper position as agent of the Supply Departments.

There are four principal faults in the present system :—

- (1) The prohibition of direct communication, at their own discretion, between the technical officers of the supply or requisitioning departments and the contractors or sources of supply;
- (2) The absence of clear responsibility on the part of any Department for watching the progress of a contract between the acceptance of tender and the due date of delivery;
- (3) The restricted powers of purchase, on their own responsibility, possessed by heads of supply departments;
- (4) The absence of detailed rules or instructions, defining the duties of the Director of Contracts, and the duties of other departments in relation to the Contracts Branch.

77. With regard to (1), the Committee ascertained that the officers of the supply departments are not allowed direct communication, at their own discretion, with contractors to satisfy themselves as to the capacity of

Q. 2331,
2456.

premises, plant, &c., and quality of work. The reason for this prohibition appears to be an apprehension of possible collusion between officials and contractors. Provided that the power to visit contractors is restricted to responsible officers, the Committee are not disposed to attach any weight to this apprehension.

Q. 197, &c.,
443, &c.,
873, &c.,
983,
1800, &c.,
2044,
2070, &c.,
2274.

78. With regard to (2), the officers of the Supply Departments are not allowed to supervise the execution of orders, except in regard to guns made at the works of two particular firms. This prohibition is founded on the same apprehension of collusion. The prohibition in the second case is, however, the more remarkable, because the very thing that is prohibited to the Supply Departments at the War Office is enjoined as a positive duty on the Supply Departments at the Admiralty. These instructions should be rescinded without delay.

79. As regards (3), the Committee also consider it necessary that Heads of Departments should have full authority to decide upon the acceptance of tenders up to the value of 500*l.* in each case. Powers of direct purchases, up to a limit of 100*l.* in ordinary cases, and without limit in cases of urgency, should be given to Heads of Departments. The purchases made in these cases should always be reported to the Director of Contracts, and it will be his duty to point out to the Financial Secretary any matter which, in his opinion, requires comment.

80. Turning to (4),—the absence of any code of detailed instructions,—the satisfactory relations at the Admiralty between the Contracts Branch and the Spending Departments are probably in no small measure due to the clear and comprehensive instructions issued to the Director of Navy Contracts, which are continually revised and kept up to date, and are exhibited in such a manner as to be under the eyes of all officials who have to do with contracts. On the other hand, the various rulings for the guidance of the Director of Army Contracts, and the successive interpretations placed upon them, are scattered through many different papers, and are not readily accessible for general guidance.

To remedy this, the Committee have found it necessary to draw up a set of detailed regulations, on the lines of those in use at the Admiralty. These regulations are appended to this Report (Appendix V. (a)). It is believed that these regulations cover the points, where dispute and misunderstanding are liable to occur.

81. The Contracts Branch has been distinctly overworked for some years past, and more especially during the war. If the recommendations of the Committee are carried out as a whole, the work of the Branch will be reduced. As soon as experience of the working of the new arrangement has been gained, the clerical establishment of the Branch should be reconsidered.

Under the arrangements recommended, the Committee consider it unnecessary to appoint the two travelling inspectors sanctioned recently, for the special purpose of inquiring into the capacities of contractors and into new sources of supply.

82. With a view to ensure the continuous application of sound business principles to the Contracts Branch, the Committee consider that the Director of Contracts should be a man of proved business capacity.

83. Three further points were brought to the notice of the Committee, viz. :—

- (a.) That the specifications for military stores were sometimes unduly rigorous and exacting in minor details; that inadequate discretion is exercised in rejections for trivial and non-essential deviations from specifications.
- (b.) That the War Office, when ordering articles, do not sufficiently avail themselves of trade patterns.
- (c.) That there is a tendency, on the part of contractors, to postpone War Office orders in favour of those given by foreign governments, owing to the greater readiness of the latter to make payments on account.

84. As regards (a), the Committee think that in some cases specifications are too minutely drawn, and are too rigorously enforced. The inspectors appear not always to exercise a reasonable amount of discretion in regard to unimportant deviations from specifications. It is not possible for the Committee to make any recommendation on this point. But the Director-General of Ordnance informed them that he was fully alive to the difficulty, and he is anxious to meet it, so far as the requirements of the service allow. The Committee wish, however, to point out that their informants were unanimous in stating that the Admiralty inspectors were more ready to take responsibility than those of the War Office. This may partly be due to a habit of referring questions to superior authority, which is, perhaps, unduly prevalent among Military officers, and partly to the more practical training of the Admiralty inspectors. The Committee consider that it would be an advantage if the Military inspectors were attached for a time to the manufacturing departments, so as to gain knowledge of the processes of manufacture.

With reference to (b), the Committee recommend the adoption of trade patterns whenever possible; but they were informed that when sudden and large demands arise for certain articles, it is not necessarily advantageous to select the trade pattern of a particular firm, the supply of which is liable to be exhausted.

As regards (c), the Committee recommend that clauses providing for payments on account should, as a general rule, be inserted in all important contracts.

85. The Committee reserve the question of conferring larger powers upon General Officers in the matter of contracts to be discussed in the section of the Report dealing with Decentralisation.

CLERICAL ESTABLISHMENT.

86. The clerks in the Civil Departments of the War Office are divided into a Higher and a Second Division. There still exist a few Higher Division clerks who have been recruited under obsolete conditions. These, however, are fast disappearing, and the Higher Division clerks will soon constitute a uniform body. Their number has been reduced from 150, at which it stood in 1878, to 55; and they are now only employed in responsible positions where men of good standing and education are required.

But though the method of recruitment is the same as that in the case of the Treasury or Colonial Office, and other Public Departments, the scale of salary is lower than the scale laid down by the Ridley Commission, Q. 4862, which prevails in those offices. The War Office should not be placed at 5169. a disadvantage, as compared with other Departments, in securing the best candidates. The Committee recommend that the Ridley scale should be generally adopted for the War Office.

87. Representations were made to the Committee by the Second Division clerks, with regard to their scale of pay and to the system of promotion. The Committee did not feel justified in investigating the basis of a scale of pay, which has been laid down for Second Division clerks throughout the Civil Service. In regard to promotions, however, the Committee think that the recommendations of Heads of Departments, both Military and Civil, should be systematically recorded, and should be considered when vacancies occur.

88. The present clerical constitution of the Military Departments is unsatisfactory. Higher Division clerks are employed in posts where military officers should be employed, and Second Division clerks and soldier clerks are distributed on no principle.

Civilian clerks of the Higher Division have hitherto been retained in the Military Departments at the desire of the Military Heads. But a change of opinion has taken place on this point, and the Committee endorse the view that the posts of Higher Division clerks, as opportunities occur, should be taken by junior military officers. Q. 4875, 5137, &c., 5506, &c., 6944, 7266.

89. Civilian clerks stand for continuity, and, if they are displaced, continuity must be secured by arranging that the military officials in a department should not all be changed at the same time, but that one officer with experience should always be left in each branch.

Military officers employed at the War Office should not be withdrawn, even in the event of active operations, except in cases of real urgency. These posts should not be used as stepping stones to employment in the field, at a moment when the whole organisation of the War Office is strained by military operations, and when changes are least desirable.

Q. 5136, &c.,
5506, &c.,
6830,
7268.

90. Conflicting evidence was given as to the relative advantages of employing civilian clerks of the Second Division or soldier clerks in the Military Departments. The Committee recommend that soldier clerks should be employed as far as possible in these Departments, except where the Heads for special reasons prefer civilian clerks. Thus it was pointed out in evidence, that it is desirable to employ civilian clerks in branches, which deal with reports on the character and discipline of officers, or where the movements of troops are concerned.

Q. 5130.

In regard to the doubts expressed in some quarters as to the qualifications of soldier clerks, there seems reason to believe that the Army can supply the class of men required, if adequate care is taken in the selection.

DECENTRALISATION.

91. The main weakness of the existing system of administering the Army lies in the absence of a clear and effective recognition of the responsibility of General Officers Commanding, for administration as well as for command, within their respective districts. The duties of General Officers Commanding are thus defined in the King's Regulations, para. 156 :—

“General Officers Commanding are the representatives of the Commander-in-Chief within their commands, and, subject to these regulations, are responsible for the—

- “ (i.) Discipline and the efficiency for service of the troops.
- “ (ii.) Maintenance of uniformity of system in all branches of the service.
- “ (iii.) Maintenance of armaments, works, and buildings.
- “ (iv.) Compilation of the necessary estimates.
- “ (v.) Economical control of all expenditure, whether money, supplies, or stores.
- “ (vi.) Arrangements for mobilisation and maintenance and efficiency of all mobilisation equipment.
- “ (vii.) Organisation and preparation for defence of all fortified places within their commands, in accordance with such instructions as may from time to time be issued.
- “ (viii.) The professional training of the officers and soldiers under their command, and the establishment of a proper system of regimental instruction.
- “ (ix.) Administration and supervision of the Recruiting Service within their commands.”

92. The responsibilities of General Officers Commanding, as laid down by the above regulations, are very comprehensive; but the general terms in which they are described, afford no guidance as to the extent to which the War Office may exercise detailed control over the performance of these duties assigned to Generals. Thus the administrative position and power of the Generals, and the scope and nature of their duties, are determined more by the manner in which the War Office exercises control, than by the definition of these duties in the Regulations. The Committee, however, feel bound to add that, in some cases, Generals appear either to be ignorant of the powers they already possess, or to be reluctant to exercise them. Failure on the part of Generals to make full use of their powers inevitably leads to centralisation.

93. The Committee think that it is most undesirable that any work should be done in the War Office, which falls within the limits of the duties assigned to the General Officers Commanding. The action of the War Office, as regards matters within those limits, should take the form of general supervision, and should never descend to actual performance of work of detail, which can better be done in the districts.

94. The General Officer Commanding should, within his district, exercise administrative responsibility and control to the full extent of his powers. He should be allowed the greatest possible freedom as to the time and manner of expending the money allotted to his district on the various services for which it is provided.

He should, in all matters within his functions, be encouraged to act on his own discretion. The result to be aimed at is to make the General Officer Commanding responsible for the general efficiency of his command, and this efficiency should be watched and tested from the War Office by thorough and systematic inspection.

95. This view of the position to be assigned to the General Officers Commanding is not novel. It was laid down clearly, and with much emphasis, in the Report of the Decentralisation Committee of 1898. That Report formulated two important principles as follows:—

“The General Officer should have real control within his district, subject to general regulations, and the audit of his accounts. . . . The control of the War Office over the districts should be secured by constant inspection, whether in questions of military training, of the execution of works, of stores, or of accounts. It is by inspection, and not by returns and reports, that a General Officer’s administration of his command can best be judged.”

96. Little, however, has been done to carry these principles into effect. The Committee heartily endorse them, and have endeavoured to indicate the lines on which practical action can be taken. The moment, indeed, for a real step in the direction of decentralisation appears propitious, in view of the contemplated regrouping of the military districts.

97. Too much stress cannot be laid on the recommendation that inspection should be substituted for returns or reports. The principle of inspection is a vital and integral part of any scheme of decentralisation. Its adoption necessarily involves the provision of machinery for inspection of the various branches of the Service.

Inspection should judge by results, and it should, therefore, be separated from administration. Highly qualified officers should be charged with the duties of inspection, and should be supplied with the proper staff to assist them. It should be distinctly laid down that the duties of these officers should be confined to inspection, and that, as regards all matters affecting the personnel of the Army, they should report direct to the Commander-in-Chief.

98. The evils which result from the present system of centralisation are clearly marked. The constant flow of detail matter, with which the War Office is flooded, unduly occupies the time of the higher officials. Larger questions are consequently insufficiently considered; while the habit, that is engendered throughout the Army, of seeking authority for every action must destroy the due sense of individual responsibility which it is so important to inculcate in a modern army.

99. If decentralisation were thoroughly carried out, a complete change would be effected in the duties now carried on at the War Office. The time of the Headquarter Staff would no longer be, as now, entirely devoted to the details of administration. Small matters of routine would disappear, and, as a result, fewer officers would be employed upon the administration of the Army, setting free the remainder for the consideration of those important questions, regarding preparation for war, which form so large a feature in the work of the General Staff of foreign armies. Moreover, the War Office should, to a great extent, cease to be the post office for the vast correspondence on matters of detail—personal and other—which is always passing between the public and

the Army. The passing of this correspondence through the War Office merely involves delay and unnecessary labour. The public should be led to address their inquiries, as far as possible, direct to the Headquarters of the district in which the subject of their inquiry is located.

100. It must, however, be admitted that there are certain conditions in our service which produce obstacles to decentralisation. One difficulty in the way of decentralisation lies in the fact that the administration of various corps like the Royal Artillery, Royal Engineers, Army Service Corps, Army Ordnance Corps, is centralised. The organisation of these corps is a matter that lies beyond the Committee's reference, but it is clear that, from the point of view of decentralisation, much would be gained, if the administration of their regimental details were transferred to districts.

Foreign service, foreign reliefs, and the movement of units in the United Kingdom necessitate a certain amount of reference to the War Office, whilst the centralisation of financial authority and the detailed exigences of Parliamentary control have been powerful influences in the same direction.

101. Considerable correspondence and reference arises at present with regard to the movements of troops within districts, and from one district to another. There seems no reason why these moves should not, as a rule, be left to General Officers under the general direction of the War Office. Frequent moves, which hinder decentralisation, and involve constant expense, both to the State and to the individual officers, should be avoided; and to this end, as well as in the interests of efficiency, it is most desirable that facilities for training and manœuvring should be provided in the districts, if necessary by a Manœuvres Act.

102. The Committee have already drawn attention to the mass of minute and complex regulations, under which the Army is governed. The simplification of these regulations is essential to decentralisation. A standing committee, including officers from the districts, should at once be appointed to deal with this important matter. The consolidation, as far as is possible, of pay and allowances should be particularly kept in view.

Q 8006.

With regard to minor financial regulations, it has already been recommended in this Report that doubtful travelling claims should not be disallowed by Paymasters without reference to the General. The Committee would extend this principle. They have been much struck by the enormous correspondence and great dissatisfaction involved in the recovery of small items that have been disallowed. These recoveries from officers or men, who may have been transferred to Foreign Stations, involve an outlay of time, stationery, and postage, often exceeding the amount recovered. The decision of a General on the interpretation of regulations should be treated as final, except in the case of large items, and no recoveries should be made on disallowances by the War Office, in respect of any items authorised by the General, who should be held professionally responsible.

The grant of working and extra-duty pay, within the maximum and minimum of the rates laid down by the regulations, should be a matter for the discretion of the General and should not require reference to the War Office.

Q. 8924, &c.

103. In order to confer upon the Generals further financial freedom, the Committee recommend that a sum of 250*l.* a year should be placed at the disposal of each General Officer, to be expended at his absolute discretion, provided the expenditure is for military objects, does not violate regulations, and is of a non-recurrent character. General H.R.H. the Duke of Connaught laid stress on the point that this system works well in India, and believes that equally good results might be expected elsewhere. The amount is not large, and the items it would cover would be inconsiderable. But it is just these items that cause undue correspondence, and generate friction.

104. The powers of General Officers in dealing with contracts should also be enlarged and defined. The Decentralisation Committee of 1898 recommended that General Officers should have powers of dealing with contracts for works up to a limit of 2,000*l.* This recommendation was carried out, but not without qualifications. The Generals are given little voice

in the formation of the list of contractors. A General may have good reason, based on experience, to object to a particular contractor. But as he is obliged to accept the lowest tender from a number of competitors, who, being all on the War Office list, are *ex hypothesi* all good and capable, the General may find that the work, for which he is responsible, is handed over to the very individual he distrusts. General Officers should have the same authority in the formation of the list of approved contractors, as has been laid down for Heads of Supply Departments. The limit of works contracts with which they may deal should be extended to 5,000*l*. Q. 7650, 8163, 8658.

105. In respect to the execution of works, the authority of General Officers is restricted, and the amount of reference from the districts to the War Office is unnecessarily large. Power should be given to General Officers to carry out, subject to inspection, all authorised works (except defence works), up to a limit of 5,000*l*. That is to say, when once the annual grant has been allocated to the district, Generals should, on their own responsibility, and at their own discretion, arrange for the execution of authorised services. The control of the Inspector-General of Fortifications should be exercised, as far as possible, by means of inspection. Power should be given to General Officers to purchase building stores up to 250*l*. instead of 50*l*. the present limit. The discretion of the General in dealing with re-appropriations of barrack accommodation should also be made clear, and should be made as wide as is consistent with general uniformity of barrack policy.

106. Questions relating to land also appear unduly centralised at present. These should be settled in a district by the General Officer, and he should have power to employ the services of a local land agent and solicitor.

107. Generals should also have discretion to make occasional local purchases of general stores and articles, excluding munitions of war and clothing, provided the local cost does not exceed the price at which they could be obtained from Woolwich. Such articles should be examined and passed by the local ordnance officers in the district.

It would greatly promote economy and the sense of responsibility, if Generals were to be given an annual money credit for stores, of which there is now a prescribed annual allowance. This money credit could be apportioned among the various units in the district. At present a unit, *e.g.*, a battery, is annually supplied with a regulation number of articles calculated on the average life of the articles. Under this system, there is no inducement to a Commanding Officer of a unit to economise. Wear and tear may fall more heavily on certain articles in one year than in another, yet no matter how much he may save on certain articles by careful management, he will not have one penny more to spend on other articles for which there may be an exceptional want. There is no elasticity in the system, and vigilance is not encouraged. Q. 8045.

108. The Committee are well aware that their general proposals with regard to decentralisation might be met by the objection that the result would be to throw a mass of business hitherto transacted by the War Office upon the districts without providing any machinery for dealing with it.

There can be no doubt that, as it is, the office work of the General and of his staff is unduly heavy. Purely administrative duties encroach upon their time, at the expense of vitally important duties in regard to the preparation of the Army for war. Staff Officers occupied for many hours daily in dealing with matters of military routine or with those arising in regard to supplies, barracks, and land, cannot be expected to devote sufficient time to the study of questions relating to the higher duties of their profession.

109. Any real measure of decentralisation will entail considerable changes in the present organisation of the Staff. In the German Army, the General Officers commanding Army Corps are relieved of a great mass of business which falls upon the Intendantur. On the other hand, much of the detail work connected with military routine is discharged by the Adjutantur Staff, leaving the General Staff free to study the problems of war. In dealing with business duties, the Committee believe it to be a necessary consequence of Q. 7766, 8983.

the large scheme of decentralisation, which they advocate, that the General Officers should be provided with an adequate business staff under an officer corresponding to the Intendant. To this officer the General should delegate the business administration of his district, and should thus find himself more free than he is now to devote his time and energy to securing the military efficiency of his troops. The creation of such a staff may involve expense, but this should be met from reductions at the War Office which should result from the Committee's recommendations.

GENERAL CONTROL AND DIRECTION OF THE WAR OFFICE.

110. The most important recommendation of the Committee, and that upon which the practical success of their proposed reforms must depend, has been left to this section.

The last instruction contained in the reference requires the Committee, "To report any other amendments of procedure in connection with the aforementioned subjects which would bring the work of the War Office more into harmony with that of large business undertakings."

This instruction imposed on the Committee the duty of considering the methods of superior control and direction at the War Office.

111. The vast extent and the great diversity of the work centred in the War Office differentiates it from that of a large business undertaking only in degree, and there is no reason to doubt that the methods adopted in the latter for securing efficiency and economy could be effectively employed in the former; while it is clear that, as regards central control and direction, the present methods of the War Office are conspicuously out of harmony with the best business practice.

112. The Committee have already insisted upon the necessity for dividing the work of the War Office into well-defined sections under responsible heads. This is the first essential.

The co-ordination of the work of the various departments for the purpose of general control is equally essential. This implies (a) the focussing of all important questions for the decision of the Secretary of State, and (b) the discussion of matters involving two or more departments before executive action is taken by the heads concerned.

113. The business of the War Office appears to fall naturally and logically into three military and two civilian groups.

(Military.)

1. *Military Policy*.—Questions of Imperial and Colonial defence, the study of problems of military organisation, intelligence, mobilisation, and the strategic use of railways.
2. *Personnel*.—Recruiting, discipline, training, inspection, appointment and promotion of officers, and recommendations for rewards.
3. *Matériel*.—Supplies, transport, works, lands, ordnance, and remounts.

(Civilian.)

4. Financial review and criticism, accounts, audit, estimates, and contracts.
5. Secretariat, registry, and Parliamentary work.

This grouping of military work follows that which has been adopted by other Powers, and is analogous to that which has been found to work well in India where the military administration has been far more stable than at home.

114. There can be no proper general control and direction of these great groups of business unless the relations between the departments dealing with them are placed on a satisfactory and a durable basis.

115. The work of the great Departments at present constantly overlaps, and it is impossible to trace any systematic co-ordination between them, except, perhaps, that intended to be provided by the theoretical supervision of a Commander-in-Chief who is overweighted with other duties more properly appertaining to him, or by the somewhat fitful action of the Army Board. The zeal and goodwill of the great officers at the head of these Departments cannot alone supply this want.

116. This want was so sensibly felt that an attempt was made to supply it by meetings of Heads of Departments, known as the Adjutant-General's meetings, the abolition of which was deplored before the Committee by Sir Evelyn Wood and by Sir Redvers Buller. These meetings were informal, and they came to an end in 1895 with the repeal of the Order in Council of 1888. Q. 5520, 8231, &c.

117. The work of the three Supply Departments, which might admit of better distribution, could possibly be brought together under one military head. The functions of the Head of the Supply Departments variously known in past times as the Master-General of Ordnance or Surveyor-General, would then be revived. That office, after a long existence, was abolished in 1887, by which time it had ceased to be held by a high military officer as was originally intended. Q. 5416.

If the office were re-constituted under a high military officer, he would be charged with the general supervision of the three Supply Departments, and the co-operation and co-ordination of these Departments would thus be secured.

There would be certain advantages in this measure, but it is not denied, that the creation of such an office would affect the direct responsibility to the Secretary of State, which is vested in the Heads of the three Departments in question by the existing Order in Council.

118. The administration of the War Office on the principles laid down requires a central co-ordinating authority under the Secretary of State. In a large business undertaking, whose central authority rests in a Board of Directors, a clearly defined and rational division of business responsibility is maintained among the departments with close association and union for a common object. For the constitution of such a Board the War Office offers peculiar advantages, as the majority of its members would have technical knowledge.

119. There have been some attempts made to secure this form of administration at the War Office.

The Hartington Commission of 1890 reported as follows:—

“For the purpose of securing unity of administration and strengthening the consultative element in the War Office, we recommend the establishment of a permanent War Office Council under the presidency of the Secretary of State, of which the Parliamentary and Permanent Under Secretaries and the Financial Secretary, as well as the above principal military officers would be Members. One of the principal functions of this Council would be to secure the harmonious working of the several branches of the War Office in all cases in which they are collectively concerned. The proceedings and decisions should be formally recorded.”

This recommendation was never carried out in its integrity, though a War Office Council and also an Army Board were subsequently formed and now meet intermittently. Two boards of management are not compatible, however, with efficient business procedure.

120. Moreover, the existing War Office Council and Army Board have extremely limited powers. They have no rights of initiative and no well defined responsibilities beyond that of giving advice to the Secretary of State when requested to do so on matters referred to them. Notwithstanding the limited powers of the Army Board, evidence of weight and value has been given to the Committee, by both the Military and Civil branches of the War Office, as to its extreme utility, especially during the War. Q. 5225, 5521, 6962, 7291.

121. The Committee are satisfied that, under the existing Parliamentary conditions which determine the principles upon which the British Army is raised, maintained, equipped, and financially controlled, there must be both a military and a civilian element at the War Office. The efficiency of the

service can only be secured by blending these two elements into one body for superior administrative purposes.

122. For this purpose a permanent Board should be established, to supersede the War Office Council and Army Board, consisting of the heads of all the great departments, military and civil, to be known as the "War Office Board."

123. The Board, while in no way impairing the authority and powers of the Secretary of State or of the Commander-in-Chief, should secure the harmonious working of all the great Departments, Military and Civil.

124. The Secretary of State should be the President of the Board, and would attend and preside when he thought fit.

The Commander-in-Chief, who is the chairman of the existing Army Board, should, in the absence of the Secretary of State, be the chairman whenever important questions demand his attendance, and would, with the military Heads of Departments represent the Army; the Permanent Under Secretary of State should be deputy chairman, providing for the continuity of the business of the Board, and representing with the Parliamentary Under Secretary, the Financial Secretary, and the Accountant-General, the Civil element of the War Office. Thus the deliberations of the Board would have the advantage of expert knowledge on every subject, whether from the Military or Civil side.

125. The War Office Board as proposed would differ fundamentally from the War Office Council or Army Board as at present constituted. Its functions and the scope of its duties should be as follows :—

- (1.) The Board should be charged (under the Secretary of State) with the supervision and control of the working and management of the War Office, with the consideration of the annual estimates prepared by the Heads of Departments, and with the allocation of the sums allotted for military purposes.
- (2.) The members of the Board should be empowered to bring before it any important question affecting their Departments, and the Board as a whole should consider and decide any proposal submitted to it, subject to the approval of the Secretary of State. The assistance of General Officers Commanding should be called in when required.
- (3.) The Board should not attempt to deal with matters of routine or minor questions. It would appoint committees, not only of its own members, but of other officials, heads of departments or branches, or even officers outside the War Office, and would delegate to them the consideration of any proposal, or the arrangements for carrying out any decision.
- (4.) The financial criticism of any proposal before the Board would be considered *pari passu* with the proposal itself, so that the whole subject would leave the Board for the Secretary of State's decision in a complete state.
- (5.) The recommendations of the Board should be directly submitted to the Secretary of State by the Chairman or by the Deputy Chairman. A complete record of the proceedings and decisions of the Board should be kept for the information of the Secretary of State, and any dissents should be recorded.

126. The Permanent Under Secretary should be responsible for calling the Board meetings regularly, and for supervising the agenda, which the secretary of the Board should prepare. He should be charged with seeing that any decisions, whether of the Board or of the Sub-Committees, were carried out, and it should be his special duty to ensure the regular and punctual performance of their functions by all sub-committees, permanent or temporary, that might be appointed.

127. The Heads of Departments would, as now, be responsible for the executive working of their own departments to the Secretary of State. Their individual responsibility would be still further defined if, as recommended by the Hartington Commission, each Head of a Department were "required to prepare an annual report to the Secretary of State as to the condition and working of that department. This practice would tend to mark that individual responsibility for well-defined duties which we desire to enforce, and the collated reports would form a useful foundation for the memorandum, which is now annually presented to Parliament, to the continuance of which in a complete form as a review of past proceedings and proposed policy, we attach considerable importance."

These reports would afford a test of military progress and efficiency.

128. With a view to ensure its permanency, the War Office Board should be formally constituted, and placed on an authoritative basis as an integral part of the War Office.

129. The constant changes in War Office organisation, and the want of continuity either in administration or in policy, are, in the opinion of the Committee, principally to be ascribed to the absence of any permanent body entrusted with adequate powers and competent to advise the Secretary of State as to necessary reforms, and as to the way in which they should be carried out.

130. The Committee have, therefore, carefully defined the constitution and duties of such a permanent body, and it is to the formation of the War Office Board, and to the efficient discharge of its duties and exercise of its functions, that they look for the practical application, under the authority of the Secretary of State, of their proposed reforms and for continuous satisfactory administration.

131. The principal recommendations of the Committee may be summarised as follows:—

- I. To abolish the present system of ruling the Army by minute regulations—both military and financial—and by elaborate reports, which conduce to centralisation and to excessive correspondence.
- II. To simplify all such regulations as cannot be dispensed with.
- III. To create a system of supervision by means of effective inspection which should secure efficiency without destroying responsibility, and would subject the value received for public expenditure to a practical test.
- IV. To define more clearly the powers and duties of the Heads of Departments and their relations to each other, and to give them responsibility for the interpretation of regulations.
- V. To place a branch of the Accountant-General's Department in close touch with each spending Department, so as to give the Head of that Department financial advice and direct knowledge of the progress of expenditure under his Votes.
- VI. To simplify the Company Pay Lists, and to relieve the soldier from small stoppages, which give rise to discontent and misunderstanding.
- VII. To increase the financial power of the Secretary of State and of General Officers Commanding by providing an annual sum to cover small items of unforeseen expenditure, which give rise to much reference and correspondence.

- VIII. To abolish reference to the Treasury in certain cases, so as to reduce what is known as Departmental Treasury control to the *minimum* needed to meet the real requirements of Parliament.
- IX. To re-arrange the Works Vote, so as to secure greater elasticity, and to carry over unexpended balances, in order to prevent a tendency to wasteful expenditure at the close of the financial year.
- X. To bring the War Office into touch with the Army by transferring branches of the Accountant-General's Department to the Military districts, to conduct a local examination and audit of accounts, and to give such financial assistance as may be required, thus relieving the War Office of a great mass of work.
- XI. To reduce the audit of company pay-lists to 5 per cent., supplemented by local inspections.
- XII. To bring the relations of the Contracts Branch and the Supply Departments within the scope of definite regulations, which the Committee have drawn up, and to increase the powers of the Supply Departments in certain respects.
- XIII. To remove the Higher Division clerks from the Military Departments, replacing them by Military Officers, with the proviso that adequate continuity is preserved.
- XIV. To replace Second Division clerks in the Military Departments by carefully selected soldier clerks in all cases except where the Heads of these Departments consider that, for special reasons, civilian clerks should be retained.
- XV. To place the Central Department under the direct supervision of the Assistant Under Secretary of State, and to strengthen the central Registry.
- XVI. To enlarge the powers and responsibilities of General Officers Commanding Districts, so as to secure decentralisation to the fullest extent possible in the special circumstances of the British Army.
- XVII. To provide an adequate staff for the Military districts, so as to enable the administrative business devolving upon the General Officers Commanding to be transacted, without withdrawing them from their main duty of training and preparing the Army for war.
- XVIII. To relieve the War Office, by decentralisation, of a mass of routine work and correspondence, which now absorbs the energies of high officials, and prevents their due consideration of important questions of military policy.
- XIX. To establish a "War Office Board" on a permanent basis, with clearly defined duties and powers, which, acting under the authority of the Secretary of State, and without in any way detracting from the individual responsibilities of the Commander-in-Chief and of the Military Heads of Departments, would control and supervise the business of the War Office as a whole.

132. The Committee have now concluded their labours. They have made important recommendations involving large changes, both in the War Office itself, and in the military districts, where the immediate government of the Army should be carried on. They believe that these changes, if adopted, will have far-reaching and beneficial effects both upon the War Office and the Army. But they are fully conscious that into any system of administration, however theoretically perfect, the personal element must largely enter. They wish, therefore, to draw attention to the importance of selecting for posts at the War Office officers who have shown administrative, as well as military, capacity, and thoroughly qualified Civil officials. Upon the care and judgment with which these selections are made, upon the ability displayed by officials of all degrees, and upon their loyalty to the system which they have to administer, must largely depend the successful working of the War Office, and the permanent efficiency of the Army.

133. The Committee desire to record their sense of the very valuable assistance they have received from their Secretary, Mr. H. J. Gibson.

CLINTON E. DAWKINS,
Chairman.

ERNEST W. BECKETT.

GEORGE S. CLARKE,
Colonel.

GEORGE S. GIBB.

WILLIAM MATHER.

H. G. MILES,
Colonel

CHARLES G. E. WELBY.

H. J. GIBSON, *Secretary.*

9th May, 1901.

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COMMITTEE ON WAR OFFICE ORGANISATION

REPORT

OF THE

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APPOINTED TO INQUIRE INTO

WAR OFFICE ORGANISATION.

Presented to Parliament by Command of His Majesty.



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1901.

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TABLE OF CONTENTS

	Page
LIST OF WITNESSES IN ORDER OF EXAMINATION	- iii
ALPHABETICAL LIST OF WITNESSES	- iv
DIGEST OF EVIDENCE	- v
INDEX OF EVIDENCE	- xxvi
MINUTES OF EVIDENCE	- 1
LIST OF APPENDICES	- 407
APPENDICES	- 409

WITNESSES IN THE ORDER OF EXAMINATION.

Date of Examination.	Name of Witness.	Pages in Digest of Evidence.	Pages in Minutes of Evidence.
1901.			
9th January	Mr. Alfred Major	v	1
"	General Sir H. Brackenbury, G.C.B., G.C.S.I.	vi	14
15th January	Colonel J. Stevens, O.B.	viii	20
"	Colonel F. E. Mulcahy	viii	32
16th January	Colonel C. M. Watson, C.M.G.	ix	37
"	Colonel G. Hildebrand	x	48
"	Lieut.-General Sir C. M. Clarke, Bart., G.O.B.	x	53
"	Mr. G. D. A. Fleetwood Wilson, O.B.	x	58
17th January	Mr. Alfred Major	v	66
"	Mr. W. O. B. Hall	xi	69
"	Mr. W. P. Perry	xii	75
"	Lord Haliburton, G.O.B.	xii	79
21st January	Sir R. H. Knox, K.C.B.	xiii	85
"	Bt.-Colonel Sir G. S. Clarke, K.O.M.G., F.R.S.	xiv	97
22nd January	General Sir H. Brackenbury, G.C.B., G.C.S.I.	vi	101
"	Colonel C. H. Bagot, C.B.	xv	108
23rd January	Mr. Alfred Major	v	112
4th February	Mr. R. Chalmers, O.B.	xv	125
"	Mr. F. T. Marzials	xvi	138
5th February	Colonel T. W. Drage, C.B.	xvii	146
"	Mr. F. T. Marzials	xvi	154
"	Mr. G. P. Wight	xviii	161
6th February	Sir R. H. Knox, K.C.B.	xiii	167
13th February	Colonel E. Bainbridge, O.B.	xviii	178
"	Mr. H. F. Donaldson	xix	186
"	Mr. J. T. La Brooy	xix	189
19th February	Mr. G. D. A. Fleetwood Wilson, O.B.	x	193
"	Mr. J. A. Flynn	xix	204
20th February	Sir R. H. Knox, K.C.B.	xiii	208
21st February	General Sir H. Brackenbury, G.C.B., G.C.S.I.	vi	218
"	General Sir H. E. Wood, G.C.B., G.O.M.G., &c.	xix	226
26th February	General Sir R. Harrison, K.O.B., C.M.G.	xx	233
"	Mr. J. M. Bull	xx	245
"	Colonel C. M. Watson, C.M.G.	ix	250
27th February	Colonel C. M. Watson, C.M.G.	ix	257
"	Colonel C. H. Bagot	xv	267
"	Mr. B. B. Onbitt	xx	271
"	Lieut.-General Sir C. M. Clarke, Bart., G.O.B.	x	274
28th February	Maj.-General Sir O. Grove, K.O.B.	xx	277
"	Colonel J. T. Skinner, C.B., D.S.O.	xxi	288
"	Mr. F. T. Marzials	xvi	295
12th March	Maj.-General Sir F. Maurice, K.O.B.	xxi	300
13th March	Maj.-General L. V. Swaine, O.B., C.M.G.	xxi	313
"	General the Right Hon. Sir R. H. Buller, G.C.B., G.O.M.G., &c.	xxii	326
14th March	Lieut.-General Sir W. Butler, K.O.B.	xxiii	340
"	Maj.-General Sir T. Fraser, K.C.B.	xxiii	354
19th March	General H.B.H. the Duke of Connaught, K.G., &c. &c.	xxiii	364
"	Mr. J. T. La Brooy	xix	375
"	Mr. C. Harris	xxiv	380
20th March	Lieut.-Colonel F. S. Robb	xxiv	387
"	Colonel A. M. Delavoye	xxiv	399
"	Lieut.-Colonel J. S. Cowans	xxv	403

ALPHABETICAL LIST OF WITNESSES.

Name of Witness.	Date of Examination.	Pages in Digest of Evidence.	Pages in Minutes of Evidence.
	1901.		
Bagot, Colonel O. H.	22nd January	xv	108
Bainbridge, Colonel E.	27th February	xviii	267
	13th February		178
Brackenbury, General Sir H.	9th January	vi	14
	22nd January		101
	21st February		218
Bull, Mr. J. M.	26th February	xx	245
Buller, General Sir R. H.	13th March	xxii	326
Butler, Lieut.-General Sir W.	14th March	xxiii	340
Chalmers, Mr. R.	4th February	xv	125
Clarke, Lieut.-General Sir C. M.	16th January	x	53
	27th February		274
Clarke, Bt.-Colonel Sir G. S.	21st January	xiv	97
Connaught, H.R.H. the Duke of	19th March	xxiii	364
Cowans, Lieut.-Colonel J. S.	20th March	xxv	403
Cubitt, Mr. B. B.	27th February	xx	271
Delavoye, Colonel A. M.	20th March	xxiv	399
Donaldson, Mr. H. F.	13th February	xix	186
Drage, Colonel T. W.	5th February	xvii	146
Flynn, Mr. J. A.	19th February	xix	204
Fraser, Maj.-General Sir T.	14th March	xxiii	354
Grove, Maj.-General Sir O.	28th February	xx	277
Haliburton, Lord	17th January	xii	79
Hall, Mr. W. C. B.	17th January	xi	69
Harris, Mr. C.	19th March	xxiv	380
Harrison, General Sir R.	26th February	xx	233
Hildebrand, Colonel G.	16th January	x	48
	21st January		85
Knox, Sir B. H.	6th February	xiii	167
	20th February		208
La Brooy, Mr. J. T.	13th February	xix	189
	19th March		375
Major, Mr. A.	9th January	v	1
	17th January		66
	23rd January		112
Marzials, Mr. F. T.	4th February	xvi	138
	5th February		154
	28th February		295
Maurice, Maj.-General Sir F.	12th March	xxi	300
Mulcahy, Colonel F. E.	15th January	viii	32
Perry, Mr. W. P.	17th January	xii	75
Robb, Lieut.-Colonel F. S.	20th March	xxiv	387
Skinner, Colonel J. T.	28th February	xxi	288
Steevens, Colonel J.	15th January	viii	20
Swaine, Maj.-General L. V.	13th March	xxi	313
	16th January		37
Watson, Colonel C. M.	26th February	ix	250
	27th February		257
Wight, Mr. G. P.	5th February	xviii	161
Wilson, Mr. G. D. A. Fleetwood	16th January	x	58
	19th February		193
Wood, General Sir H. E.	21st February	xix	226

COMMITTEE ON WAR OFFICE ORGANISATION.

Digest of Evidence.

9th January to 20th March, 1901.

LETTER of REFERENCE from the SECRETARY OF STATE and LIST of HEADINGS under which the Digest has been arranged.

1. Whether the present method of conducting the administrative and financial business of the War Office and its distribution as between the Civil and Military Departments is satisfactory.

2. Whether the detailed financial audit as conducted in the War Office is required by the public interest; and whether the existing financial checks on the War Office hinder the efficient transaction of its business.

3. Whether the office of the Director of Contracts should deal with all the business now transacted there, or whether the making of contracts could be in whole or part transferred to the Military Districts or to the Military Departments of the War Office.

4. Whether (with or without a transfer of staff) any of the administrative and financial business now transacted in the War Office could be delegated to the Military Districts.

5. Whether any change in the numbers, status, and pay of the clerical staff is desirable.

6. Whether Military Officers and Military Clerks should be substituted in any degree for the present trained Civilian staff.

1. Conduct of business in the War Office:

- (a) Administrative.
- (b) Financial.

2. Financial Control and Audit:

- (a) External financial control.
- (b) Internal financial control.

3. Contracts:

- (a) Existing system.
- (b) Transfer of contracts to Military Departments.

4. Clerical Establishment:

- (a) Present numbers, status, and division of duties.
- (b) Substitution of Military for trained Civilian staff.

5. Decentralisation:

- (a) Local audit.
- (b) Transfer of contracts to Military Districts.
- (c) Delegation of control to Military Districts.

MR. ALFRED MAJOR.

3. CONTRACTS.

(a.) Existing system.

The business of his Department is to supply goods, according to specifications, on demands made by the various districts and departments, 14, 95; when contracts are delayed, it is the custom to send an Inspector to see what progress is being made, 18-24, 264, 268; has never known a case where a contractor refused to give full information to representative of Secretary of State, 25; contractors usually execute their orders in the time promised, 26-33, 63-68; penalties for delay in executing contracts are enforced in a good many cases, 46-51, 62; if goods are not delivered in time the Director of Contracts buys in default and charges the manufacturer with the excess cost, 51, 62; cases of delay in delivery are generally reported by the purchasing department, 61; does not think the system of inspection as applied to goods supplied is too severe, 74-76; it is his duty to know the sources of supply, and to have them available when required, 77, 85; thinks that duty is better discharged by a central department, 78; the distribution of orders between the manufacturing departments and the trade is done at an allocation meeting held at the beginning of the year, 86, 262, 263; districts have power to purchase stores locally up to 50*l.* in value, and the Principal Ordnance Officer at Woolwich up to 25*l.*, 92; the local food supplies procured by Generals in the districts are only for current needs of troops, 102, 230; the majority of district contracts are correct, 111-13, 326; the selection of firms from whom purchases are made is, as a general rule, made by the Director of Contracts, 123-6, 145-52; the Director of Contracts buys what he is requested to buy; he does not decide on questions of necessity for purchase, 129, 130, 240; at the suggestion of the Director of Contracts specifications are frequently modified, 137-44; has no difficulty in normal times in getting an adequate supply of contractors to tender, 154; price

MR. ALFRED MAJOR—continued.

is not necessarily the governing consideration, time of delivery and other things are taken into account, 156-72; does not think as a general rule that contractors consult with each other as to the prices to be put in, 175-80; thinks as a rule, that he buys very cheaply, 181, 344; it is the duty of the receiving department to see that the contracts are executed according to terms, 197-211, 217; considers his responsibility is at an end when a contract is made unless communicated with by the receiving department, 203, 272; does not think it would be expedient or necessary to have an inspection before goods are taken into store as well as an inspection by the using department, 212; thinks the present arrangement of one person buying what he considers to be right and another department saying whether they are the articles required is the best principle that can be carried out, 216; has had no complaints of delay between the receipt of requisitions and the placing of contracts, 226, 276; thinks the system now followed in the distribution of the business as regards contracts works very well, 237; it would save a certain amount of complication of work, and thinks it would result in economy if the contract bills were audited in his Branch, 241, 242-8; thinks that the maintenance of the Director of Contracts as buyer for all is a most useful check upon all consuming departments, 253-6; contractors' premises are not to be inspected without the concurrence of the Contract Branch, 267; the present system of having an independent Branch in the War Office to check the material ordered by another Branch often results in a reduction in cost of materials, 278; the practice followed by the Director of Contracts, as a buyer, is analogous to that adopted by great commercial firms, 282-4, 342; the Director of Contracts never deals with technical questions, though he frequently advises on technical matters, 296; depends upon reports as to sub-letting, 306; buys for other departments besides the War Office, 357.

Mr. ALFRED MAJOR—continued.

During the year 1900-1, 42,285 tenders were received for consideration, 86,000 letters, and 199,000 papers, 1698; details of an arrangement by which copper was for some time bought through a broker at an assumed extra cost to the Department; owing to the death of the senior partner of the firm that arrangement has now been terminated, 181, 1701-3, 1747-66; steps are always taken to find out whether tenders come from middlemen, 1711; when continued trials are allowed to contractors it is with a view to maintain competition, 1722-6; having made the contract, the question of delivery is left with the department requiring the supplies, and in cases of serious delay in the delivery of materials it is incumbent on the Ordnance Factories to report the matter to the Director of Contracts, 1729, 1730; the Secretary of State does not think it desirable that visits should be paid to contractors' premises without previously consulting the Contract Branch, 1700, 1733-46.

Before putting a new firm on the list makes inquiry of their bankers as to their financial position, and of firms for whom they say they have executed orders, inspects their works, if he can; if all answers are satisfactorily answered, gives the firm a small trial order to see how they get on, 2780-2; in cases of disagreement with the Director-General of Ordnance as to infliction of fines, always refers to the Financial Secretary, 2783; fines have been imposed to a greater extent lately, because circumstances have required it, and have called for them, 2784; in the case of disagreement with a department in reference to the acceptance of a tender, would refer the matter to the Financial Secretary, 2786, 2787; his duties are arranged in a general statement of procedure founded upon the Orders in Council, 2789; there is no necessity for the issue of further and more definite instructions in regard to contracts if the departments will loyally carry out their duties, and leave the Director of Contracts to carry out his, 2788-96; has no hesitation in saying that in regard to all the cases cited by the Principal Ordnance Officer the Contracts Department could have done better than he did, 2794, 2857-84; details with regard to the alleged delay in the provision of tents and of the multiplication of orders with firms unable to carry them out; when the normal demand is for only 4,000 tents in the year, it is impossible so to develop the trade as to procure 50,000 in the course of four or five months, 2798-809; details with regard to delays in the provision of tent mallets, 2810-22; had samples of the tent pins bought by the General Officers Commanding sent to Woolwich for inspection, where they were found to be defective in five particular points; not one of them would have been passed by the Inspection Department, 2825; details in regard to purchases of bedsteads by the Principal Ordnance Officer 2823-8; details in regard to the local conversion of mule harness, 2829-49, 2921; details in regard to the purchase of horse-hair by the Principal Ordnance Officer; as his power to purchase extends to only 25%, he should not have purchased horse-hair up to 2,000% without reference; the Contracts Branch could have carried out the service more quickly, 2850-66, 2978-80; details in regard to the purchase of six corn crushers by the Principal Ordnance Officer, the Director of Contracts could have purchased them much more rapidly, 2867; details in regard to the delay in procuring slings for stretchers; the delay in that case was defensible, 2885-905, 2910-4; even in time of war the system of tender is the most expeditious; it shows what people are prepared to do, it brings about competition, it discloses the existence of firms which enables orders to be spread out, so that they can be executed in the required time, 2906-9; the mule harness sent to the Cape from home, and bought by the Director of Contracts with the concurrence of the Director-General of Ordnance has been in all respects satisfactory, but the supplies bought locally at the Cape which came, presumably, from America and Walsall, were rubbish, 2917-32, 2985-90; details in regard to the purchases of axes and hammers, 2934-42; with regard to the distribution of orders for clothing, has no objection to referring every contract if the Director-General of Ordnance wishes it; during the recent pressure, has not referred so much as would otherwise have been the case, 2943-5; it is the practice to refer every building contract, they are of great importance to the Inspector-General of Fortifications, 2946; dispensing with the services of the

Mr. ALFRED MAJOR—continued.

brokers for copper was a great advantage to the public service in the way of economy, 2950-3; the primary cause of the difficulties in the way of supply which have occurred in this war has been that sufficient reserves of many articles for which the trade had been exclusively relied on, have not been maintained, 2798, 2961; his relations with the heads of departments are so close and intimate that he can always get the technical knowledge he requires in making a contract, 2973, 2974; one of the most important functions that the Director of Contracts has to perform is that of securing fair competition, 2975; in placing contracts, always endeavours to work in accordance with the views of the manufacturing departments, as far as possible, 2991-5; would always consider any recommendation he might receive from the Principal Ordnance Officer in regard to the placing of a contract, if he did not agree with the recommendation would refer to the Director-General of Ordnance before sending the case to the Financial Secretary, 2996-3001; 3004-6; it is laid down that on tenders being referred to the requisitioning authority by the Director of Contracts he should state what tender, in his opinion, should be accepted, 3002; details of a case in which a General Officer Commanding applied for the removal of a certain contractor's name from the local list of firms to whom tenders should be sent; the Secretary of State decided that the contractor's name should not be removed, 3012-23.

(b.) Transfer of Contracts to Military Departments.

If a buyer were established in the factories independent of the superintendent, does not see that it would make any difference in regard to the responsibility of latter, 256; if a buyer were established in the factories his procedure would be identically the same as that adopted by the Director of Contracts, 257-61.

4. CLERICAL ESTABLISHMENT.**(a.) Present numbers, status, and division of duties.**

The Contract Branch is understaffed, 39, 231, 249.

It is proposed to strengthen his branch by the addition of a staff of experts in manufacturing, whose duty it will be to see that orders are being satisfactorily executed, 38-43, 338.

If he had a more extended staff could carry out more careful inquiries into the capacities of firms and the progress of orders, 2963; his supervising staff should be increased, 2966-72.

5. DECENTRALISATION.**(b.) Transfer of Contracts to the Military Districts.**

If general stores were bought by the military districts the Director of Contracts would be buying in retail instead of wholesale; it would be an expensive thing to allow Districts to buy general stores; the principal difficulty would be in regard to inspection, 233; does not think that any part of the making of contracts could with advantage to the public service be transferred to the districts, 236, 236; the present system of making contracts at out stations occasionally results in loss, 332; there would be an objection to having the buyer, the seller, and the inspector all together at Woolwich, 334-8.

There is no insuperable difficulty in settling tenders at Woolwich, but, even with the facilities afforded by the telegraph and telephone, tenders can be more conveniently settled at headquarters, 1710.

It is always necessary to treat tenders on principles of fair competition; that never would be done if contracts were more largely delegated to military officers who have no experience, and who are always changing, 2975.

GENERAL SIR H. BRACKENBURY.**1. CONDUCT OF BUSINESS IN THE WAR OFFICE.****(a.) Administrative.**

The decision of what questions should go to the Ordnance Committee rests entirely with him; sometimes over-rides the Committee; the deliberations of the Committee must be slow, because they are based upon difficult and delicate experiments; has no suggestions to make for improvement in its procedure, 5336-56, 5374-88; there should be a Military head, a Military Under Secretary of State, over all the administrative and supply services, whose duty it should be to see that all proposals are considered from all the administrative and supply points of view,

General Sir H. BRACKENBURY—*continued.*

he should be appointed for five years, with powers of extension; in this way the executive and purely administrative functions of the Commander-in-Chief could be separated, and he would be relieved of the detail of supervision, 5416-85.

(b.) *Financial.*

It is very desirable that the Paymaster's Branch and the Accountant-General's Branch should be amalgamated; there is a want of touch between district finance and War Office finance, 5356, 5359; the Departments should be more interchangeable, a Paymaster should come into the Accounts Branch of the War Office, and then go out again into the Districts; the Pay Department should also be open to the Accountant-General's staff, 5362-4, 5372, 5373. It would be an immense advantage if any sums voted for expenditure within the year, but which did not come into the payments because the stores had not been delivered, could be revoted and given for use in the succeeding year, instead of being returned as unexpended balances, 5389-408.

3. CONTRACTS.

(a.) *Existing System.*

The existing system might with distinct advantage be improved, 364; the responsibility of the Director-General of Ordnance to the Secretary of State and the Army is really destroyed by the fact that he has not the power himself to obtain the things he wants, 364; there has been constant friction between his Department and the Department of the Director of Contracts, 364, 477, 478; proper regard is not paid to the element of time and the ability of firms to carry out their contracts at all times, but more especially in times of war, 364, 388; 417-42; does not think that any system under which the Director-General of Ordnance is not responsible for obtaining the supplies which he has to give the Army can be a right system, 364; it is a wrong system that the Director of Contracts should be directly under a parliamentary official upon whom political pressure may be brought to bear, 365; the present system does not lead to economy; the Director of Contracts attaches too much importance to cheapness, 366, 367; to find out the proper sources of supply and to find out causes of delay in the execution of contracts the Director of Contracts should be given travelling inspectors, 367, 368, 457; if he dealt with contractors would be more rigorous with regard to penalties; the penalty clauses are utterly futile; has proposed that there should be cumulative penalty clauses in the contracts, 377, 389, 393-7, 428, 436, 441; the present system of buying in default is a farce, 398; there is scarcely anything that is supplied that is not behind time, 401; the Director of Contracts has no interest in enforcing penalties, 402; has known of complaints of delay between date of requisition and date of placing contract, 416; at present contractors tender recklessly as to dates, because there are no penalty clauses worth speaking of, 431, 435; his Inspection Department inspects stores on delivery; it has nothing to do with inspection of work except in certain cases during manufacture, 444-8, 474; a great many complaints of delays in delivery have been sent from his Department to the Director of Contracts, 455; has frequently called upon the Director of Contracts to apply penalties, 479.

In normal times the present system which regulates the office of the Director of Contracts and his relation to the manufacturing and supply departments does not work satisfactorily, 2544-7; his suggestions with reference to decentralisation would not affect the question of purchase of warlike stores for the Navy, 2600; it is not satisfactory that when the Director-General of Ordnance or his representative the Principal Ordnance Officer says that deliveries have been so bad that he presses for a fine, the Director of Contracts should have in his own hands the power to say, "I shall not inflict that fine"; the power of remission ought to rest solely in the hands of the Financial Secretary, 2603-5; his department is the best department to visit works and see whether firms should be allowed to tender and whether their tenders should be accepted or not, 2606, 2615; the friction that has existed between his department and the department of the Director of Contracts has been mostly in reference to stores and clothing, not in reference to guns and ammunition, 2551-3, 2609-11; if he were given a free hand would constantly be sending out his people to try and find out fresh

General Sir H. BRACKENBURY—*continued.*

sources of supply, 2616-9; it is an extraordinary thing that the General Officer Commanding of a district can make a contract for 2,000*l.* while the head of the Ordnance Branch has not got that power, 2625.

(b.) *Transfer of Contracts to Military Departments.*

At present the staff of the Director-General of Ordnance find out sources of supply that the Director of Contracts has never attempted to find out, 367; the Contract Branch should be broken up, and that portion which deals with contracts for warlike stores should be detached from the Financial Secretary and put under the Director-General of Ordnance, 370, 378, 458-60; under this system there would really be less work for the Director-General of Ordnance than there is now, 380; would only decentralise contracts in small things, 381-6; the head of a department who is responsible for the quantity and quality of the stores has a greater interest in economy than anybody else, 388; thinks, if he controlled his own contracts, he would be able to get the goods more quickly and more punctually as regards the date tendered for, 434, 436; there would be no more danger of collusion with manufacturers than there is at present if the Buying Branch were placed under him as well as the Inspecting Branch, 482-3.

The Director of Contracts is charged with making purchases in concert with heads of divisions; if that is to become a reality, it must be done in concert with those officers to whom the Director-General of Ordnance delegates certain portions of his work, 2502; as an alternative to his previous suggestions and by way of a compromise, proposes that the Director of Contracts should have an Assistant Director at Woolwich who should make contracts there in concert with the Principal Ordnance Officer and the Ordnance Factories, and another Assistant Director at Pimlico who should make contracts there in concert with the Chief Ordnance Officer of the Army Clothing Department while the contracts for weapons of war and ammunition should be made at the War Office in concert with the Director-General of Ordnance, 2502, 2504, 2560-9, 2574-87, 2588-97, 2621, 2622; if this decentralisation were carried out, the Accountant-General should have both at Woolwich and at Pimlico an Officer of F. 12 who should note liabilities and send up a weekly Schedule of contracts made on demands sent forward, 2503; any matters which the Assistant Directors of Contracts could not settle locally should be referred to the Director of Contracts, who would settle them in consultation with the Director-General of Ordnance, 2503, 2507, 2512, 2623; it would be the duty of the Assistant Directors to send to the Director of Contracts weekly Schedules or reports, 2508; the Assistant Directors should have the power to arrange with the local Officers when tenders higher than the lowest should be accepted, 2519; the Director of Contracts should still have a general directing and controlling power, 2521, 2537-40; in time of war and in cases of extreme urgency the local officers should be empowered to arrange together in order to make purchases outside the system of tender, 2522-42; would infinitely prefer that the allocation of contracts did rest with the Director-General of Contracts, 2549, 2573, 2574; if such technical matters as guns and ammunition and works were detached from the Director of Contracts and handed over to the Director-General of Ordnance and Inspector-General of Fortifications, it would be a step in the right direction, 2551-4, 2613; even if the heads of the departments had the right of consultation with the Director of Contracts upon tenders, &c., thinks that decentralisation would be equally necessary, 2557-9, 2621, 2622; a great deal of the success of his suggestions would depend upon the Financial Secretary, because if the Director of Contracts attempted to recentralise it would be represented to the Director-General of Ordnance who would go to the Financial Secretary and, if necessary, to the Secretary of State, 2588; if compromise is not wanted, then the great principle is that the officer who is held responsible for supplying the Army should have all the means of getting that supply in his own hands, 2592, 2620-2; Assistant Directors of Contracts, being in close touch with the officers of the supply departments and acting in concert with them, would more thoroughly realise

GENERAL SIR H. BRACKENBURY—continued.

their difficulties, would more readily assist them, and delays would be avoided and superfluous correspondence done away with, 2593; under his suggestion a contractor would see all the people he wished to see in one place; he would be able to see the representative of the supply department and the representative of the Contract Branch together, and there would be less risk of getting two different answers from two different authorities, 2596, 2597; when the Assistant Director of Contracts has made the purchase, the further responsibility should rest with the supply department, except the actual infliction of penalties which should be in the hands of the Financial Secretary, 2601-3; under his suggested scheme, although it would throw the ultimate responsibility on the Director-General of Ordnance, yet his officer ought to have the final decision as between himself and the representative of the Director of Contracts on any particular transaction, reports on both sides being subsequently submitted to Headquarters, 2626-37.

4. CLERICAL ESTABLISHMENT.**(b.) Substitution of Military for Trained Civilian Staff.**

Would replace all the Second Division Clerks in his Branch by military clerks, as regards the public interest the work could be as well done by one set as the other, but it is not desirable to have them mixed, 5294-7, 5370; has no Higher Division Clerks, does not find that the continuity of his office suffers from that, nor from the fact that officers are being continually changed after five years, 5301-10; owing to their military knowledge military clerks are superior to civilian clerks for the work of his Branch, 5311-6; for his work the military clerks are just as good as the Second Division Clerks, 5320-3; Military business should be managed entirely by military men, but in each spending department there should be a small civilian staff to do the account work, 5325-30, 5355-57; anticipates no difficulty in getting what Military Staff clerks he may require for his Branch, 5367, 5368.

5. DECENTRALISATION.**(b.) Transfer of Contracts to Military Districts.**

Would only decentralise contracts in small things, 381-86.

The making of contracts for stores could not be transferred in any way or to any extent to the districts, 2642.

COLONEL JOHN STEEVENS.**3. CONTRACTS.****(a.) Existing System.**

The present system under which his demands for stores are forwarded to the Director of Contracts causes the efficiency of the service to suffer owing to delays, 495-98, 552-63, 593, 684-87, 708, 727-29, 734-36; there are always long delays even in normal times, they are part of the system, 500, 505-17, 568; the system of penalties is very unsatisfactory, they are very rarely enforced, 542, 701, 809; does not think the Director of Contracts makes himself acquainted with all the available sources of supply, 552; further contracts sometimes at higher prices are frequently given to contractors when they have already unfinished contracts in hand, 552-61, 698; there is substantial and serious delay in the supply of stores under contract, 564, 565; places no reliance whatever on dates which are arranged for in contracts for delivery, 566, 619-24; the Director of Contracts is always informed in normal times when a contractor has not delivered to time, 569-73; has been habitually making complaints to the Director of Contracts of non-delivery of stores, 577-84, 588; a more rigorous application of penalties would secure more prompt deliveries, 625; the Director of Contracts should be responsible for the stores up to the time of delivery and should not disclaim responsibility directly a contract is made, 651, 652; he is limited in regard to purchasing to 25l., 679, 800-806; considers it is a disadvantage that the Contract Branch has no technical knowledge, 688; contracts are given to firms who are unable to carry them out, 693, 694-809; contracts have been given to middlemen, 695; the fact that he is not invariably informed of the steps

Colonel JOHN STEEVENS—continued.

taken by the Director of Contracts on his demands is a source of much difficulty, 696; considers the Director of Contracts does not recognise the necessity of departing from routine, 772-76; the Director of Contracts is responsible for the practice of continuing to give contracts to inefficient firms, 798.

(b.) Transfer of Contracts to Military Departments.

The work of supplying stores would be done more satisfactorily if the purchases were effected directly by the heads of departments, 514, 524, 793; his expert knowledge would particularly qualify him to become the purchaser of certain articles if the Contract Branch were broken up or decentralised, 549, 550; stores would be got more quickly if the purchasing were done by the Ordnance Department, 592, 593-609, 658; the Director-General of Ordnance should have a general power to buy with a discretion to buy with or without tenders, 593-98; would be satisfied if the Contract Department, so far as it deals with providing general stores, were placed under the Director-General of Ordnance, that would promote promptitude in delivery, efficiency in carrying out the execution of the contracts, and at the same time provide the necessary safeguards as to the proper expenditure of money, 654-76, 762-71; junior officers of the Ordnance Department should have an opportunity in time of peace of gaining a knowledge of purchasing in order that they may know thoroughly the system they are called upon to carry out in time of war, 681, 682; could carry out his portion of the contract work with a moderate addition to his staff, 658, 659, 712; advantages would result from his being brought more into direct communication with the contractors, 739; the officers of his Department have a technical knowledge of the use of stores which is not possessed by the Contract Branch, 741-61; if the whole of the contract work were transferred to the Director-General of Ordnance it would be necessary to have a Reviewing Branch under him in Pall Mall, 769.

COLONEL F. E. MULOAHY.**3. CONTRACTS.****(a.) Existing System.**

Has had no glaring instances of delays in getting tenders out; is of opinion that his requisitions are dealt with in the Contract Branch with reasonable punctuality, 820-3; thinks both the Inspecting Officer and himself should be consulted in the allocation of orders, 824-35, 908, 915, 942; does not consider that the Director of Contracts attributes sufficient importance to time in the allocation of contracts; he places orders with firms who are already over-loaded, 832, 914; the great drawback to the present system is that contractors are never up to time, or within reasonable distance of time, 841, 854-60, 891; would enforce penalties more rigorously, 843-847; Director of Contracts objects to his asking contractors their difficulties while contracts are being carried out; stigmatises such action as unnecessary and irregular, 861, 870, 895; travelling inspectors should be appointed under the Director of Contracts; they would be a connecting link which is badly wanted, at present the supply officer is cut off from the contractor, 873-86; the Contract Branch is not sufficiently in touch with the manufacturers, 887, 931; thinks the Director of Contracts is aware, when placing contracts whether a firm is in arrear or not, 914; renders to the Director of Contracts periodically a statement of the whole condition of the contracts, 917-9.

(b.) Transfer of Contracts to Military Departments.

Assuming that stores will still have to be obtained by contract, does not think the work could be done more quickly by allowing him to make purchases under the Director-General of Ordnance, 837-40, 903-7; if he dealt with contractors themselves he could make them more punctual, 842, 869, 908; thinks he should have the power of sending officials under the Director-General of Ordnance to any place at any time to see how orders are proceeding, 893, 894, 933, 936; would prefer a system under which he became the purchaser of all the stores he required, 901, 902; it would be a very great advantage to the State if his department undertook the duty of purchasing, 932, 937.

COLONEL C. M. WATSON.

1.—CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

Details of the principles upon which loan works are to be carried out, 6172-93; local inspections are carried out as far as possible, 6194-5; in order to obviate delays in regard to the printing required by his branch, would suggest that the head of each department should have the right to deal direct with the printers in all cases, 6208-19, 6489, 6492-4; the unsatisfactory manner in which the Registry carries out its work is a cause of delay; would place at the head of the branch a skilled official, and a better class of clerks should replace the untrained boys who are at present employed there, 6221-43; would like to have the Registry at the Horse Guards put under the Inspector-General of Fortifications, 6243, 6414-6, 6541-5; there is practically no delay arising out of correspondence which is necessarily carried on between the Quartermaster-General and the Inspector-General of Fortifications; but it would be an advantage if the functions of each were more clearly defined, 6245-310, 6508-21, 6538-40; there is a saving of time in the Inspector-General of Fortifications starting barrack questions rather than wait till the Quartermaster-General has put forward a definite statement of accommodation required, 6435-46, 6547-52.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

In order to obviate the present delays in matters of finance the Inspector-General of Fortifications should be made responsible for his own votes, financial control taking the form of post audit, 6196-208, 6477-92; has no difficulty in ascertaining daily how the expenditure of loans stands, 6358-66; the surveyors in his branch check all bills professionally to see that the description of each item is correct; would prefer to treat the home bills in the same way as the foreign bills are treated, and leave the professional check entirely to the stations; would have inspections and an occasional test audit, 6367-408; if the Accountant-General took over the examination of the works bills he would have to duplicate the staff of the Inspector-General of Fortifications, 6447-9; has had no complaints of their works under the Barrack Loans; independent authorities have reported on their work most favourably; details of accommodation provided under the various loans, 6452-8.

3. CONTRACTS.

(a.) *Existing System.*

The General Officer commanding a district has power at present to sanction locally contracts up to 50*l.* for stores, and up to 2,000*l.* for building works, in cases where the contracts are for more than 2,000*l.* the tenders are sent to the Director of Army Contracts, who, for want of technical knowledge, has to refer them to the Inspector-General of Fortifications, 944-76; abroad the General deals with all contracts, without the intervention of the Director of Contracts, who, however, has the power of reviewing them afterwards, 951, 1207; in cases of local supply, works and materials are carefully inspected by the Royal Engineers, and, if not up to specification, rejected, 951; at the end of every contract a completion report is rendered, stating how a contractor has done his work, and is passed to the Director of Contracts, 977-80, 1201; the due execution of the works contract must rest with the Commanding Royal Engineer of the district, 982-4, 989, 1137, 1149; does not think there is any delay in the Contract Branch in dealing with tenders, 1000, 1001, 1199; it is recognised as the duty of the staff of the districts that they shall control works in progress, and inspect them when completed, 1002, 1005; penalties are not often enforced, each case is considered on its own merits, 1006-13; there are a certain number of complaints about delays in the completion of works, 1014, 1256; some contractors are reckless and some very careful in regard to time, but a time for completion of work is always specified, 1015-7; the limit of 50*l.* for stores is too low, would make it 2,000*l.*, the same as for building works, 1033-44, 1167; all contracts made locally are sent to the Inspector-General of Fortifications for review, with reasons stated when lowest tenders are not accepted, 1039, 1102, 1207; all orders from abroad for stores come to his office, where a record

Colonel C. M. WATSON—continued.

of the latest patterns, &c., is kept, this results in the best being procured, 1048-56; it is part of the duty of the central office to inspect stores in the process of manufacture, 1057, 1058; penalties in the case of stores are always settled in communication with the Director of Contracts, 1059; it would be a rare thing for the Director of Contracts to reject a contract selected by the Inspector-General of Fortifications, 1093, 1094; every district has an annually revised list of contractors, and on placing his contracts a General has to send tenders to all on that list, 1096-1100, 1107, 1108; prefers to have all work done by contract, but abroad military labour has to be employed; thinks in a large contract a contractor does the work better and more cheaply, 1111, 1112, no responsibility rests upon the Director of Contracts, either for execution of work or for finance, 1149, 1150, 1153, 1201-4; the experiment of allowing contracts up to 2,000*l.* to be made in the districts has not been thoroughly tried, as none of those contracts have yet been finished, 1200; the Inspector-General of Fortifications can make contracts for stores for only 50*l.*, except in the case of iron stores, when his authority extends to 100*l.*, 951, 1210; the finding of arbitrators, when they are required, is supposed to rest with the Inspector-General of Fortifications, 1213; the present intervention of the Director of Contracts does away, partially, with the individual responsibility of the Inspector-General of Fortifications, 1217-29; the Director of Contracts' functions are, to a certain extent, only those of a post office, 1235, 1236, 1257, 1258.

(b.) *Transfer of Contracts to Military Departments.*

All that is done by the Director of Contracts now is to accept the tenders referring to matters under the Inspector-General of Fortifications and carry on correspondence with the contractors, it would make little difference in the Inspector-General of Fortifications' Branch, possibly only the addition of one clerk, if all the work were transferred from the Director of Contracts, 1061-74, 1113, 1114; if the office of the Director of Contracts ceased to exist his Branch would secure contracts as advantageous for the Service as at present, 1080; his Branch and the General Officer Commanding a District have more interest in economy than the Director of Contracts, 1080-2, 1237; even if all the contract work were transferred to his Branch, thinks important contracts should go to the Secretary of State, 1176; thinks the responsibility of the Inspector-General of Fortifications really remains the same whatever the functions of the Director of Contracts may be, 1251.

5. DECENTRALISATION.

(b.) *Transfer of Contracts to Military Districts.*

It would be much simpler if all contracts for building works were sent to the General Officer Commanding, 948, 949; it would save a great deal of time if a rule was made that all letters from contractors were to go direct to the Commanding Royal Engineer, 1141-7, 1211; would propose that up to 2,000*l.* the General should have power to accept tenders, and all tenders above that amount should be scheduled locally to the Inspector-General of Fortifications, the larger contracts would thus be under two independent authorities as the General is under the Secretary of State and not under Inspector-General of Fortifications, 1179-93.

(c.) *Delegation of Control to Military Districts.*

Would leave as much power as possible in the hands of general officers, but would not delegate to them powers to decide upon the plans, &c. of barracks; this work can be better done from headquarters, 6166-72, 6193; the power of deciding on the merits of all sites and buildings should rest with headquarters, general officers are not best fitted to be vested with uncontrolled power of committing the War Department in regard to permanent barrack-building schemes, 6314-58, 6496-507, 6528-37; the Commanding Royal Engineer ought to be on the staff of the General Officer Commanding; so far as works are concerned the Commanding Royal Engineer should not be under the Chief Staff Officer, 6459-76, 6522-6; in regard to the acquisition of rifle ranges the system of employing local land agents might be extended with advantage, 6553-70.

COLONEL G. HILDEBRAND.

3. CONTRACTS.

(a.) Existing System.

For fortification works General Officers of Districts can put out contracts up to 2,000*l.* without the intervention of the Director of Contracts, as, however, fortification works are invariably above 2,000*l.*, all contracts go to the Director of Contracts for approval, 1269, 1270; cases have occurred in which his Branch has been overridden in the allocation of contracts by the Director of Contracts, 1274-80, 1306-11; is dissatisfied with the present system under which contracts are sometimes placed, by the Director of Contracts, with men against whom both his Branch and the Generals have strong objections, 1281, 1282, 1290, 1291, 1294-1305, 1324-49; is of opinion that the intervention of the Director of Contracts as at present is entirely for the bad, 1284, 1365; the present system does not tend to economy, does not tend to efficiency of work does not tend to speed of execution, and might in certain cases be dangerous to the safety of the Empire, 1293, 1364; his Branch has been overridden by the Director of Contracts a dozen times in the case of one particular firm in the last two years, and that firm are still contractors for fortification works, 1309; the Director of Contracts allows tenders to be invited from bad contractors, and when they come in he accepts them, 1341, 1342; thinks interviews between the Director of Contracts and contractors most undesirable, 1370; the distance between the Office of the Inspector-General of Fortifications and that of the Director of Contracts leads to delays, 1378, 1379.

(b.) Transfer of Contracts to Military Departments.

The whole of the superfluous correspondence arising with the Contract Branch could be done away with if the contract arrangements were kept in the branch which has to carry out the work, 1285-7; it is absolutely essential in the public interest that the final decision in accepting tenders for important work should rest with those who have to carry out the work, 1360; good work has been done abroad, in Malta, Gibraltar, and other places where the Director of Contracts has nothing to do with the contractors, 1364.

LIEUTENANT-GENERAL SIR C. M. CLARKE, BART.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) Administrative.

Except for very small matters, questions of sites should be settled at headquarters, and not be left to Generals in the districts, 6770-6; one department might be entirely charged with the acquisition of rifle ranges, 6777-86, 6860-2; it would be a very useful thing if the Army Board met regularly and at stated intervals, 6795-816; the Army Service Corps officers could not be charged with the maintenance of barracks, at present they have plenty to do, 6817; the Army Service Corps officer at present is not sufficiently educated to be able to give a General advice in regard to general contracts and purchases, renting, and leasing of land, 6820; so long as the members of the Pay Department are commissioned officers they should be under a military head, the Quartermaster-General 6827-9; it would tend to lessen delays if the Inspector-General of Fortifications were in the same building as the Adjutant-General and Quartermaster-General, 6846-50; it would not be an advantage to bring the Supply and Works Departments under one head, 6851.

(b.) Financial.

The departments should be as little as possible interfered with in the administration of expenditure under their Votes, 6845.

3. CONTRACTS.

(a.) Existing System.

The contracts for all local supplies are in the hands of General Officers commanding districts, with the exception of coal contracts, which are centralised under the Director of Contracts, 1393-5; contracts made by Generals locally are subject to general supervision by the Director of Contracts, 1396-02, 1417-9; a General is only limited in the amount of his contracts for supplies by the number of troops he

Lieutenant-General Sir C. M. CLARKE, Bart.—continued.

has in his district, 1403, 1494; local tenders are invited by public advertisement, 1405-12; it is left entirely to the General to accept whatever tender seems best to him, subject to considerations of the character of the men tendering and the general principle that the lowest tender under ordinary circumstances should be accepted, 1413-6; his department has no complaint to make of the work now done by the Director of Contracts as being an unnecessary cause of delay, 1426, 1435, 1436; except in the case of operations outside the country, the Quartermaster-General makes practically no contracts for supplies, 1431; details of procedure by which the head of the Supply Branch at Woolwich made demands on the Director of Contracts for supplies for South Africa, 1433-51, 1464; stores purchased locally by Generals are inspected by Army Service Corps Officers, 1460; finds the Director of Contracts the most convenient buyer for the supplies he requires, 1464-77; considers the subsequent review of contracts after being entered into suffices amply to safeguard the public interests and ensure that contracts are entered into in the ordinary and regular way, 1481, 1525; has no complaints, owing to the effective inspection by his own officers, and the Director of Contracts' knowledge of the markets, 1440, 1441, 1489-90.

(b.) Transfer of Contracts to Military Departments.

If the present system were altered it would be necessary to supply the Quartermaster-General, the Inspector-General of Fortifications, and the Director-General of Ordnance with a separate contract staff, 1427-9, 1478, 1527; sees no advantage in making purchases direct; does not consider himself qualified; would have to depend on his contract staff, 1443, 1528; his Supply Branch at Woolwich would be quite competent to make its own contracts for supplies with the aid of a little clerical assistance, 1486.

4. CLERICAL ESTABLISHMENT.

(b.) Substitution of Military for trained Civilian Staff.

In branches where continuity and secrecy are necessary, is in favour of the employment of the civil rather than the military clerk; would not mix the classes, 6830-7, 6840-4, 6855-9; would not be in favour of making the military clerk interchangeable between the War Office and the districts, 6838, 6839.

5. DECENTRALISATION.

(b.) Transfer of Contracts to Military Districts.

Would not give the General of a district *carte blanche*, but would give him as much financial power as possible; this it is a good thing as it develops habits of business, 1494-6, 1516, 1523; meat and forage contracts are arranged in the districts without reference to the Director of Contracts, except when completed, and with good results, 1497-1505, 1519.

MR. G. D. FLEETWOOD WILSON.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) Administrative.

As at present worked, the registry is a source of absolute danger to the department as well as a grave inconvenience, 4782; the registry was formerly under him, but the responsibility for it has now, at his request, been taken over by the Permanent Under Secretary of State, 4782, 4860; ever since the higher division clerks were withdrawn from the registry it has been going from bad to worse, 4783; if every great department had its own registry, there would be confusion and delay; at present, there is no undue delay in dealing with papers, the machinery is sound if it is properly worked with a proper staff, 4815-24, 4919, 4920; the responsibility for the efficiency of the civil clerical staff of the War Office rests with the Permanent Under Secretary of State, 4846-60; is not satisfied with the present working of the office, 4854; if the Branch of the Director of Contracts is broken up, the parliamentary work connected with that Branch should be transferred to the Central Branch, 4754-8; the state of the Registry at the War Office is a scandal; the Department suffers very much owing to delays in getting papers; the Registry should be established on a proper footing under a Chief Clerk and Registrar, who should be given full control over papers and the manner in which the various subjects were dealt with, 4760-3; the head of the Registry should have

Mr. G. D. FLEETWOOD WILSON—continued.

a controlling and guiding influence over the actual papers, and over the work on them throughout the Department, 4773-4830; it is a very unfair temptation to put very important papers in the hands of men with small salaries; the custody of confidential documents should be in the hands of a higher division clerk, 4781; the Chief Clerk and Registrar should be the immediate head of all the central branches, and one of his most important functions would be to supervise and improve the correspondence emanating from the War Office, 4785-7, 4795, 4873; the Central Branches should be placed entirely under the control of Assistant Under Secretary of State; this would relieve the Permanent Under Secretary of an enormous amount of work with which he is at present burdened, 4788, 4837; it would be impossible for the Assistant Under Secretary of State to act as Chief Clerk and Registrar with any success, 4792-4; the drafts of all important letters that go to the Assistant Under Secretary, the Permanent Under Secretary, or the Secretary of State for signature should, in the first place, be submitted to the Chief Clerk and Registrar for approval and amendment if necessary, 4796-814; the Department under the Chief Clerk should draft letters which do not deal with the technical and particular work of the departments from which they emanate, 4798; would get rid of clerks in their first year's service who did not promise to develop into efficient public servants, 4839, 4928-35; it would be a very good thing to relieve the Inspector-General of Fortifications of the bulk of his purely civilian building work, and place it under the Office of Works, 4905-18; it would be a very great advantage to have a Central Branch where young men, on joining the Office, could be educated in a good tone of clerical work, and of dealing with papers, 4924-7.

3. CONTRACTS.**(a.) Existing System.**

Details of the procedure by which contracts for clothing were arranged when he was at Pimlico, 1550-8, 1580-2, 1614; thinks the system of "nursing" firms to enlarge areas of supply presents considerable risk, though it may be necessary to prevent "rings," 1557, 1612; when the tenders were accepted every assistance was given at Pimlico to the contractors; they were constantly there, and were encouraged to come, 1559; constantly represented that travelling inspectors should be appointed to watch and report upon the progress of contracts, 1561-5; used to send very strong protests if contractors were not keeping up to time, 1566; there is a tendency with contractors to take contracts beyond their powers, 1568-70, 1580, 1633-9; in a purely contracts department there is a tendency to think of nothing but contracts, to administer nothing but the contractors' part of the business, and to take the contractors' view rather than the view of the man who has to supply the Army with the material, 1571-4; his complaints of contractors being in arrear with their deliveries were incessant, 1575; all clothing contracts are time contracts, 1576-9; has always held that the infliction of fines should be carried out more rigidly, 1584, 1609; some things cannot be bought in default; many things are not trade articles, 1589; being asked to relax his standard of inspection in favour of contractors was a very common source of difficulty, 1640, 1641; does not accept the view that there is no delay between sending in a requisition and placing a contract; the delay arises from the fact that the technical knowledge which is requisite for a satisfactory selection of firms is to be found rather in the supply and manufacturing departments than in the Contracts Department, 1675-9.

(b.) Transfer of Contracts to Military Departments.

If, when at Pimlico, he could have placed his own contracts it would often have saved a great deal of time, and in many cases there would have been no delay in delivery, 1556, 1628-32; it would be better to break up the Director of Contracts Department, and let the Director-General of Ordnance and the various Branches make their own contracts, 1590-3, 1680; the duties of the Director of Contracts should be distributed, labour questions should be under the Parliamentary officials and be dealt with in the Civil Branches immediately under the Secretary of State; the registration of contracts should be a function of the Accountant-General, who should also have the

Mr. G. D. FLEETWOOD WILSON—continued.

power of criticising them by way of audit, this would supply a grave deficiency in the present scheme, 1594-603, 1615, 1654-6; thinks the head of a Supply Department is so much interested in getting good stuff and getting it punctually, that he will always do his best to carry his contractors with him, 1613; the chances of collusion would not be greater than at present if the Contracts Branch were abolished; the chances of collusion between inspectors and viewers and contractors are not in any way affected by the Director of Contracts, 1622, 1660-5; when at Pimlico, would gladly have taken over his own contract work with a small addition to the staff, 1625, 1651; if the Supply Departments had the placing of their own contracts, there would be greater security that the stores would be available for the troops when wanted, 1632; there is now a re-duplication of work, but if the Contracts Branch were broken up, and the heads of departments allowed to arrange their own contracts, that reduplication would cease, 1653, 1670-4; the functions of the Director of Contracts afford no protection against the passing of bad stuff, the responsibility lies mainly in the inspection, 1659-65; the only way in which military stores can be got satisfactorily is to have as little delay as possible between the man who is answerable for the provision of those stores and the contractor who has to make them; thinks any other system under which there is yet another officer with the opportunity of discussion arising between them is a source of delay, and consequently of danger, 1680-8.

4. CLERICAL ESTABLISHMENT.**(a.) Present Numbers, Status, and division of Duties.**

The clerical work of the War Office would be better done by fewer people, provided the general average standard was raised, 4866.

(b.) Substitution of Military for Trained Civilian Staff.

The constitution of the Military Branches should be entirely military with no civil staff at all; reliable, intelligent, and well-trained military clerks are very much wanted, 4875-86, 4891, 4892, 4936-40; a mixed staff, Civil and Military, is a wrong system from every point of view; it works badly, 4887-9; it would be an essential condition to replacing civilian clerks by Army Officers that a limit should be put to the extent to which such Officers should be taken away to take part in active operations, 4895-8; the work of the Director-General of Ordnance's Branch has gone very much better since the civil was replaced by the military element, 4900, 4901.

MR. W. C. B. HALL.**3. CONTRACTS.****(a.) Existing System.**

The Director of Navy Contracts is responsible for the purchase of all stores, supplies, and machinery of authorised patterns as articles of store, required for the use of the Naval and Marine Forces and Establishments and for the conclusion of all contracts in connexion therewith, excluding only contracts for ships and their machinery, for guns and gun mountings, and for yard machinery, 1775-7, 1883-93, 1953; in order to ensure the supply of articles of a satisfactory quality, care is taken to obtain them only from persons or firms of repute, and for this purpose the system of limited tenders is encouraged in preference to general invitations by advertisement, 1778; the limited lists are continually being revised; a man is generally taken off if he fails badly to carry out his contract or if he does not tender for three years, 1782-90; the element of time always enters into the consideration of contracts, 1781; it is only in reference to very technical matters, as regards machinery and special articles that the Director of Contracts confers with the head of the department concerned as to the firms to be invited to tender, but if the head of a department has expressed a wish to be consulted, he is consulted whatever the article may be, 1791-9; the Director of Navy Contracts has no responsibility for the examination of stores, but he is furnished by the examining officers with such information and reports upon the quality of materials as he may from time to time desire, 1800; has no means during the execution of an order of sending down and watching its progress; would inquire of the department concerned if necessary, 1800-2; it might happen in an

Mr. W. C. B. HALL—continued.

exceptional case that the officer who examined the work in process of construction would find himself detailed to examine the goods when delivered, 1802-7; it is a very important part of the duty of the Director of Navy Contracts to keep himself well informed in regard to new inventions and improvements and changes in the designs or qualities of the stores required, 1808, 1878; visiting of works is an important part of the Director's duty; the chief requisite to enable him to carry out his duties satisfactorily is not so much technical knowledge as gumption, 1809-12, 1832-5, 1860, 1861, 1899-1915; sometimes, especially when trade is good, there are many complaints of delays in delivery, they have met that by striking contractors off the list for continuous delay, 1815, 1816; their chief remedy for delay is buying in default, 1817-9; the great bulk of the stores are bought under annual requisitions, and the delivery spread over eight or nine months, 1820, 1821; the principal part of the duty of keeping contractors up to time is done in the receiving departments, in cases of failure the papers are passed to headquarters and then the Director of Navy Contracts takes up the question of hastening delivery, 1822, 1823, 1841-50, 1916-23; the Director of Contracts can set aside the ordinary routine in cases of urgency, 1824, 1825; the Director of Contracts consults the head of the department concerned before renewing an important contract, 1836, 1837; in regard to certain special kinds of stores the Supply Department keeps a watch over the contractor's proceedings and reports periodically to the Contract Department, 1833; after the Director has made a contract, the head of a department is responsible for seeing it carried out, 1866, 1897, 1898, 1899; does not find that the efficiency of the Contract Branch is affected by the fact that the members of it have not had any technical training, 1859, 1863-71, 1899-915, 1936-9; the using departments supply the specifications and patterns and the Contract Branch buys to them; the departments are responsible for the patterns, 1872, 1896; the Contract Branch is not in the habit of overriding the strongly expressed wishes of departments, 1873, 1876, 1877; the Contracts Branch raises no objection to expert officers from the departments visiting the works of contractors to see how contracts are progressing, 1874; personal communication between the contracts and the other departments is enjoined by the instructions, and it is a practice that is generally followed, 1894, 1895; the instructions for the Director of Navy Contracts are revised from time to time as experience shows it to be desirable, 1924, 1925; each branch clearly knows its duty from those instructions, and there is no danger of friction, 1927; finds the regulations in practice easy and satisfactory to work under, is quite satisfied with them, 1945, 1946.

(b.) Transfer of Contracts to Departments.

Does not consider that any system which gave full permission to heads of departments to make their own contracts would be as satisfactory as the present one, 1828-30; if in time of emergency everybody took to buying on their own account there would soon be chaos, 1879, 1880.

MR. W. P. PERRY.**3. CONTRACTS.****(a.) Existing System.**

There is nothing in the War Office corresponding to the "Instructions to the Director of Navy Contracts" printed at the Admiralty, 1962; such a set of "Instructions" would be of considerable assistance to the department, which at present has only the instructions handed down by various committees, 1962-9; the difficulties between his department and others are partly due to a lack of definiteness in instructions; if his instructions could be more clearly defined in detail it would prevent a certain amount of objection that exists to the spirit of the instructions being put into use every day, 1966-8, 2038; local officers will sometimes, and without authority, commit the Department to a purchase for which subsequent authority has to be given, 1970-84, 2038-43, 2055-61; always confers with the head of the department concerned, the requisitioning department, as to which tender shall be accepted unless by consent the reference is dispensed with, 1985-96; visiting establishments in the manufacturing districts is a recognised

Mr. W. P. PERRY—continued.

system in the Contracts Branch, but owing to lack of staff it has not been carried out efficiently lately, 1997, 2004-8, 2044-5, 2046; the system pursued at the War Office differs from that followed at the Admiralty where they can usually systematise their orders so as to go to the trade about once a year for one particular article, whereas, owing to the scattered stations of the Army, &c., and the arrangements at the Ordnance Factories, miscellaneous orders are continually coming in, 2001-17; it would be a distinct advantage if the Contracts Branch could get the orders to purchase at definite dates, and for the largest possible quantities, this has been repeatedly represented to the Military Departments, 2017-28; the Contracts Branch is not a "post office," it is the duty of that Branch to call for tenders for stores requisitioned by the using departments, but it is also bound to look into all questions, to see that the contract is correct, the price correct, to keep the record, to watch the transactions right through and, when necessary, to suggest to the departments the advisability of introducing further competition with a view to efficiency and economy, 2031-40, 2062, 2063; there is no friction between the Contracts Branch and the other Departments, though there may be friction between individuals, 2026, 2027; there is no more difficulty in meeting the orders for the Director General of Ordnance, or Inspector-General of Fortifications or Ordnance Factories, than there is in meeting orders for the Quartermaster General, from the contract point of view they are absolutely on level terms; the inspection, the technicalities are in the hands of the military authorities, 2030, 2031; the Director of Navy Contracts does not deal with the variety of stores, with the different classes of stores that the Director of Army Contracts does, 2033-6; his Branch is always glad of the assistance of officers of other departments in the inspection of firms and contracts in progress, but they should not go out except at the instance of the Contracts Branch, 2044, 2045.

4. CLERICAL ESTABLISHMENT.**(a.) Present Numbers, Status, and Division of Duties.**

The Contracts Branch has never been properly staffed during the 18 years he has been in it, 1998.

LORD HALIBURTON.**3. CONTRACTS.****(a.) Existing System.**

While Director of Supplies and Transport never had occasion to be dissatisfied with the department of the Director of Contracts, 2069; always dealt directly with the contractor the moment the contract was made, but if things were not delivered properly then called for the intervention of the Director of Contracts, 2069; his local officers, when necessary, inspected and reported on contracts in progress, the same officers might also be charged with the duty of inspecting supplies on delivery, 2072-7, 2127, 2197-200; thinks, with regard to the proposed travelling inspectors, that the Director of Contracts cannot be an expert in the supply of all stores to the Army, would therefore draw the inspector from the department which is being served by the stores in question, 2078-80, 2124; the tendency of every sub-department is to desire to get the whole business into its own hands, it is a desirable thing therefore that the officer dealing with the stores should not be the sole person to decide where they should be got; if the Contracts Branch works properly they must know a great deal more about the general trade of the country than any particular department can know, 2086, 2091, 2130-5, 2170, 2182, 2187; is under the impression that there are regulations which provide for close contact between the supply departments and the Director of Contracts, and that in making contracts he should do it in communication with the head of the department; in cases of difference of opinion there is always the appeal to the Secretary of State, 2087-92, 2117, 2120, 2147-52, 2156-8; found the office of the Director of Contracts a very valuable assistance, 2093-5, 2130, 2177; visiting the establishments of contractors was a recognised part of the duty of the Director of Contracts, and it is important, from a business point of view, that there should be a sufficient staff to carry out such inspections, 2096-105, 2125, 2126; the Director of Contracts has an incentive to economy as well as the heads of departments, 2106-10, 2131, 2132, 2202-5; never had

LORD HALIBURTON—*continued.*

any friction with the Director of Contracts, contested cases were settled by conference, 2111-5, 2142-6; it is quite right that the Director of Contracts should look upon himself as having charge of the interests of the contractor as well as of the public, 2111-5; 2136, 2137, 2178; if contractors felt that the system of fines was overdone they would put up their prices, 2116; commends the system of placing the duty of seeing a contract carried out on the receiving department as soon as the contract is made, 2123; the direct head of the Director of Contracts is the Financial Secretary and he and the Permanent Under Secretary would settle all ordinary questions raised between the Director of Contracts in reference to the action of other departments, 2172-6; thinks that greater publicity in regard to the prices of accepted tenders would assist the Government by bringing in other contractors, 2206-12.

(b.) *Transfer of Contracts to Military Departments.*

The great evil of not having a Contracts Branch would be that there would be a number of people on behalf of the Government going into the market buying the same sort of article and competing with each other, 2158, 2187.

SIR R. H. KNOX.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

One of the chief duties of the Assistant Under Secretary should, in his position as Chief Clerk, be the superintendence of the work of the Registry, that, and the allotment of the accommodation of the Office and looking after the Office Staff generally, are his proper functions, 5043-7, 5071; all letters passing through the Registry reach the hands of the person responsible for dealing with the subject in the course of an hour or so, 5063-5; in normal times there would be no advantage in introducing a Chief Clerk between the Assistant Under Secretary and the Staff Clerk who is at the head of the Registry, 5072; the function of the Registry is only to receive letters, register them, annex any previous correspondence on the same subject, send the complete file to the Branch that will deal with the matter, as soon as possible, and when a paper is dealt with look through it to note important decisions in an index, and then put the paper away, 5076, 5078, 5079; if there are delays in getting answers from the War Office, would not attribute them to any fault of the Registry, 5080-7; supervision of the drafting of letters would be quite outside the functions of the head of the Registry, the head of the Branch concerned is responsible for the drafting of letters, and the system could not be worked in any other way, 5089-94; the head of the Branch who receives the papers is responsible for sending them on with the utmost rapidity, 5110; it is not the function of the Registry, as at present constituted, to prevent more than one paper running on the same subject at the same time, 5111-30; confidential papers are at present in the hands of the head of the Registry and his assistant, there is nothing to be urged against this system which places the custody of such important documents in the hands of officials who are not of really high standing, 5131-5; the Army Board has rather departed from its original intention, viz., that it should be a committee of the authorities of the several Departments to settle at once for submission to the Secretary of State questions in which they were jointly concerned; it would be of the greatest possible advantage if it reverted to that plan, and met at stated intervals, 5225-73, 5284-6; is in favour of the constitution of a Board consisting of the Deputy Inspector-General of Fortifications, the Deputy Accountant-General, the Deputy Director of Ordnance, &c., to discuss matters which cannot, in the ordinary course of business, be settled by the principals; there is enough of such work to engage officers of that standing quite once a week, 5274-83.

2. FINANCIAL CONTROL AND AUDIT.

(a.) *External Financial Control.*

The system of examination now carried out is absolutely necessary in the public interest, it works better than any previous system, and is extremely satisfactory, 4126, 4127, 4206.

Sir R. H. KNOX—*continued.*(b.) *Internal Financial Control.*

There is an advantage in placing Paymasters under the Quartermaster-General rather than under the Accountant-General; Paymasters are soldiers and should be treated as soldiers, 4088, 4101-4, 4191; the old system of regimental Paymasters was a bad one, 4105, 4208; the examination of one-eighth of the company and one-sixth of the district accounts is sufficient and satisfactory, 4111-3, 4173, 4207; the present system under which the Paymaster acts as cashier and auditor works very satisfactorily, 4111-3, 4128-30, 4199, 4200; and it is strengthened very much by coming as quickly as possible after the financial transactions are completed, 4079; Paymaster's audit should not be accepted as final under any circumstances; it should be subject to test, 4164-6; would not accept from the Paymaster, in lieu of the duplicate pay list, a certificate to the effect that he had examined the company accounts, and that they were correct according to regulation; the duplicate accounts must be rendered to the War Office; there could be no real test audit if it were known which particular accounts were to be taken in hand, 4213-27; the payment of officers through the agents is a system which the officers prize very much; to pay them by cheques issued from the War Office to the agents or through the company accounts would entail additional work without any corresponding advantage, 4228-36.

3. CONTRACTS.

(a.) *Existing System.*

It is not his duty, but the Director of Contracts would satisfy himself, when demands of an extraordinary nature were put forward, that money had been provided to meet them, 2232-42, 2247, 2376-8; the position of the Director of Contracts is one which does secure both efficiency and economy, 2243, 2244, 2361-73, 2398-404; in considering the advisability of placing new names upon his list, it is of importance that the Director of Contracts should have the power of inspecting the various factories and ascertaining the ability of contractors to execute contracts, 2260; the Contract Branch is not a superfluity, differs entirely from the view that each department knows more about the goods it requires and uses than the Contract Branch, 2262, 2263; advocates making all large purchases by means of the Contract Branch, but in extraordinary circumstances the system should admit of the departments making direct purchases, 2264, 2337-9, 2373, 2420; whenever friction exists between the Contracts Branch and the other departments, it is generally merely a personal matter, 2265, 2266; the present Contract system, which gives the power of scrutiny and observance to a department outside the using department, is a valuable one; the Service, if worked on any other lines, would be soon in a very bad condition, 2266, 2267; has always understood that the Director of Contracts, before accepting, certainly contracts of any dimensions, would consult necessarily the demanding departments, and come to an agreement with them, 2265-73, 2284, 2425-7; in the absence of agreement between himself and any department, the Director of Contracts submits the case to the Financial Secretary, who passes it on, if necessary, to the Secretary of State, 2268-71; the duty of inspection should be a joint one, performed by a member of the using department and a member of the Contracts Branch, it should not be left to either the one or the other solely, but both branches ought to satisfy themselves as to the progress made, and ought to be authorised so to satisfy themselves, 2274-82, 2321, 2322; it is inherent in all official people to try and get hold of the work that other people are doing; if, therefore, a set of instructions, similar to those at the Admiralty, could be drawn up, it would be valuable, 2283, 2430; the Director of Contracts, as a matter of principle, requires just as much check as any other department, 2286; would permit the Supply Departments to communicate with contractors and inspect progress at any time they please, but the Director of Contracts should be made aware that such action is to take place, 2322, 2331-3; the War Office contract system has worked admirably for 45 years, and any large variation from it would be very unwise, 2335; believes the delays which have occurred have been due to the difficulties of contractors in meeting their engagements, and not in the slightest degree to faults of the

Sir R. H. KNOX—*continued*.

system which exists, 2336; if the head of a department does not agree with the Director of Contracts he can send the case to the Financial Secretary; if they do not like the ruling of the Financial Secretary they have the right to appeal to the Secretary of State; there is no difficulty in getting prompt decisions, 2342-60, 2394-97, 2408-11; the demanding department is absolutely responsible for testing the goods when they are delivered, to see whether they are what they want, and in accordance with the specification, 2361-2; whatever loss of time there may be in delivering, or in the execution of work, does not arise from the contract system itself, 2366, 2419; the demanding departments should be the watchers of the Director of Contracts, to see that he is doing the best for them that he can do; if his system is not producing the best results economically they should report, 2382, 2383; any using department which suffers from delays, or rejections, should communicate with the Director of Contracts, and look to him to set the matter right, 2386; in normal times the Contracts Branch and the Director-General of Ordnance and Quartermaster-General can produce the men necessary to do all in the way of inspection that is required, 2389-91; would not agree to the audit of bills being carried out in the Contracts Branch, 2393; the question of fines is abstruse, difficult, and puzzling; believes that during the recent period of strain most of the contractors have done their best to supply everything that has been wanted by the State, 2428.

(b.) *Transfer of Contracts to Military Departments.*

The War Office is the largest buyer in the world, and it is necessary that it should have a contract policy, but no uniformity of policy could be secured by any arrangement under which contracts are dealt with and decided upon and accepted by many different branches, 2273; if guns and ammunition and works were, following the Admiralty lines, taken away from the Director of Contracts, the change would be a very bad one, 2289-95; attaching a contract staff to each department would not work well; it is better that the officer who deals with the contractor, and to whom the contractor looks, should be an officer independent of the requisitioning department, 2304-8, 2371, 2433; none of the things now purchased by the Director of Contracts would be better purchased if obtained through the Supply Departments, 2311-17; a mere central reviewing department, from the fact that it has no results to bring out, and is charged with no function except mere review, would be likely to drop into desuetude, and not be supported by people in authority, 2387, 2421-2; apart from the question of principle, if the Contracts Branch were broken up and the Director's share of the work transferred to the Director-General of Ordnance, it would be a further concentration of work on an Officer who is already very heavily loaded, 2412-6; there would be a probability of corruption creeping in if the Director of Contracts were eliminated, 2422, 2431-4.

4. CLERICAL ESTABLISHMENT.

(a.) *Present Number, Status, and Division of Duties.*

As regards the Higher Division, the Ridley scale should be adopted; the War Office is very unfairly treated in not having as good a chance of picking its men as other offices, 5169-79; the establishment of Higher Division Clerks is between 50 and 60, 5172; looks to having a Higher Division Clerk as principal and another as his deputy, or second, in all the large subdivisions, 5173.

(b.) *Substitution of Military for trained Civilian Staff.*

The better plan would be to have no Higher Division men in the Military Branches; there should be an increase in the number of Military Officers, and matters so arranged that the continuity of the work of the Office should be preserved by those Officers succeeding one another, 5136-40, 5182-6, 5190-8; it would be extremely difficult to obtain a sufficient number of military clerks to staff completely the Military Branches, 5136; a mixture of classes is bad, the staff of a division should be all either Second Division Clerks or all Military Clerks, 5141-52; to have an interchange of Military Clerks between the districts and headquarters would be very risky indeed, 5153, 5180-81; the men selected to serve as

Sir R. H. KNOX—*continued*.

Military Clerks at the War Office are always the best men of their class, 5154-60; the Military Clerk is always slow, 5161, 5162, 5205; the main advantage, if not the only advantage, in having Military Clerks is that they get on better with Officers, 5161-8; Military Clerks, as regards quality and capacity, are not to be compared with Second Division Clerks, 5202-12.

5. DECENTRALISATION.

(a.)—*Local Audit.*

It would be an extravagant plan to provide a local audit for the examination of the great variety of accounts which exist in a district, 4055-62, 4072-4, 4138; it requires a considerable amount of experience and training to become acquainted with the regulations in a way to be able intelligently to examine Army accounts, 4059; local audit would give rise to variety of treatment in the interpretation of the regulations; important points would have to be referred to headquarters, 4063-5, 4179, 4182; there would be difficulty in making a very interchangeable staff, men would not so readily enter as Civil servants if they were liable to be moved about unless some further advantages were offered in the way of local pay, &c., 4066-71, 4180; it would have been a very difficult thing to have provided a special local audit out in South Africa, 4080-2; an expansion of the War Office, or a local audit office to meet the extraordinary circumstances of a war, would be an extremely difficult thing, 4082, 4182-5; if local audit were established, and Paymasters reduced to mere cashiers, the whole of the examination, including what is done by the Paymaster in the examination of the company accounts should be done locally, 4083; a system of local audit would lessen the knowledge and experience of the Accountant-General in the working of the regulations; he is able to deal with matters more intelligently if he has the actual accounts to deal with, 4123-5; local audit could not be entirely relied upon, there would have to be a test audit at the War Office, 4131-7, 4164-70; centralisation of all the audit at the War Office would be better than local audit, 4139; where the work is centralised, it is much easier to meet an excessive strain than where that strain affects many stations away from headquarters, 4184; it would be necessary to have highly trained and highly paid men in charge of the decentralised audit, 4195; the addition of officers to hold the position of cashiers simply, would increase the number of officials without increasing the efficiency of check, 4209.

SIR G. CLARKE.

3. CONTRACTS.

(a.) *Existing System.*

All communications between the superintendents of factories and the Director of Contracts have to go through the Stores Department, 2436, 2448-50; the cases of delay at the Arsenal are of almost daily occurrence in every branch of material supplied, 2346; details of three cases in which excessive delays occurred: in the first case the delay was occasioned by putting the work order up to competition, no one tendered who could supply and ultimately the order was placed with the firm he first recommended; in the other two cases the orders were not placed with the firms he recommended; he ultimately acquiesced in the firms chosen, as he had no power of satisfying himself first whether the firms could do the work, therefore felt obliged to raise no objection; both these firms failed to complete the orders, 2437-47, 2471-9, 2451-60; had he the power, could send men to inspect works which would enable him to say at once whether any particular firm's tender should be accepted or not, 2443-7, 2456-63; thinks he has the power to withhold his consent to the acceptance of a tender until he had sent an expert to assure him that the work could be done, but has never exercised that authority, 2461-3; it is necessary that regulations should be issued laying it down as the duty of the heads of departments to make inquiries as to the competence of firms to execute orders before their tenders are accepted, 2464-7; five orders were recently given to the trade for carriages alone, if those orders could have been placed in the Arsenal, there would be a saving of 411,000*l.*, 2459.

Sir G. CLARKE—*continued*.

(b.) *Transfer of Contracts to Military Departments.*

If purchases were made by heads of departments, there would not be any liability to abuses, but would not give power of purchase to heads of departments, would give it to the Store Department at Woolwich which has a strong interest in providing for the factories in the best and cheapest way, 2469; contracts should be made by the Contract Store Branch of the Arsenal which would mean very close personal check and would save great delay in time and correspondence, 2493-500; trials all cost money to the public, they are not done at the cost of contractors, therefore with a department anxious to push on work there would be a considerable saving of money, 2495; there should be a Central Reviewing Department in London having cognizance of all prices paid for materials above a certain amount, which should bring the buyer to book if the prices paid were too high, 2498-500.

COLONEL C. H. BAGOT.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

The constant communication with the Adjutant-General and Quartermaster-General leads to delay; it is inevitable; if it can be reduced it will lead to a more satisfactory carrying on of business 6636-41: the design for the hut for South Africa was not ready when the emergency arose, but there was hardly any delay in the Branch of the Inspector-General of Fortifications in getting the design out, 6642-58.

(b.) *Financial.*

The amount of new services that can go into the Estimates in any one year is largely governed by the amount of continuation services of the year before; there is, therefore, a rush at the end of the financial year in order to avoid lapses of money voted; such unexpended amounts should be carried to a suspense account; the present difficulties would be alleviated if the preliminaries could be got over more quickly and the works started earlier in the year, 6572-628, 6668-83; there must be a reserve in hand under Part III. in order to meet emergent services; the present reserve is not too large, 6619-23; it would give less trouble if Parts I., II., and III. were converted into only two divisions; it would also be advisable to separate capital charges, i.e., new buildings, from maintenance charges, 6659-64.

3. CONTRACTS.

(a.) *Existing System.*

Triennial contracts are made in all districts for all minor repairs and small new works up to 400*l.*, 2651; when the period is approaching at which the existing triennial contracts terminate, the schedules of prices on which they are based are revised under him by the Chief Surveyor, 2654-6, 2748-52; General Officer Commanding advertises for tenders upon the scheduled prices, the tenders are returnable to the Director of Contracts, and the General Officer Commanding indicates whether the man tendering is competent or not, 2658-66; the Director of Contracts settles which tenders shall be accepted, in consultation with the Inspector-General of Fortifications; there is no difficulty about this as a rule; any difference of opinion would be settled by the Financial Secretary, 2667-72, 2701-3; finds no difficulty or delay at head quarters in arranging the triennial contracts, 2673-6; has had no questions raised by General Officers Commanding as to the size of the triennial contract districts, 2677-83; unless a General Officer Commanding made a suggestion in regard to the limits of a district, would repeat the previous triennial contract, 2684-9; has constantly had complaints in Ireland, but not in England, through contractors not having competent agents on the spot, 2690-1; very seldom goes above the lowest tender, 2693; there is a condition in the contract that the contractor or his agent can be called upon to reside within three miles of the works; this is sometimes enforced, 2694-700; as between his department, the General Officer Commanding, and the Director of Contracts, the triennial system works perfectly well, 2705; sees no advantage arising from the intervention of the Director of Contracts in the contracts in the building trade, for he has no means of forming an inde-

Colonel C. H. BAGOT—*continued*.

pendent judgment on the question of prices, 2714-21; the fear of losing the Vote, the sum to be expended by the end of the financial year, often causes unwise hurry on the part of the Engineer departments, 2722-35; when a General reports a case of bribery or corruption in regard to his department, the case should, as a matter of ordinary routine, go to the Inspector-General of Fortifications first, and not to the Director of Contracts, 2736-47; would always refer to the General Officer Commanding before making any important changes in the schedules of prices on which triennial contracts are based; the General Officer Commanding is also afforded opportunities of suggesting alterations, 2756-7, 2762; does not think the present schedule of prices leads to higher prices for work than if the tenderers had, according to usual custom, to fill in their own prices, 2770.

(b.) *Transfer of Contracts to Military Departments.*

It would be a considerable convenience if their power to purchase stores were extended from 50*l.* to 250*l.*, 6665-7.

MR. ROBERT CHALMERS.

2. FINANCIAL CONTROL AND AUDIT.

(a.) *External Financial Control.*

Transfers between Vote and Vote require the sanction of the Treasury, which is subsequently authorised by Parliament in the Annual Appropriation Act, 3027-33, 3211-5, 3264; the formal previous sanction of the Treasury for a transfer between two sub-heads of the same Vote is not asked for unless some change of policy is involved, 3027, 3037-41; it is not the practice of the War Office, but it should be, to go to the Treasury for authority to utilise savings on one sub-head of a Vote in meeting an excess on another sub-head of the same Vote, 3045, 3046, 3216-26, 3277-84; all new Civil situations, if they carry with them rights to pension, have to be submitted to the Treasury, 3059; there is no possibility of minimising the correspondence with the Treasury on the subject of pensions, 3061-3, 3267-9; no new work of any magnitude is to be commenced without previous sanction of Parliament, but, if it is urgent, Treasury have power to sanction commencement without waiting for the Vote of the year, 3066, 3071-3; Treasury has no power to Vote money, can only sanction a new service if there is old money for it, has to be satisfied always that there is money, 3095, 3096; War Office has power to write off losses of stores up to 100*l.*, the General Officers Commanding up to 1*l.* for cash and 10*l.* for stores; the Treasury has no objection to extending the powers of the War Office in regard to cash, nor would there be any difficulty in empowering Generals to write off up to 5*l.* cash, 3127-32; it is assumed that the spending department, being responsible for efficiency, makes proper proposals in regard to what is to be done, and what is to be spent, 3220; would not be in favour of changing the present system so that the men should be voted without details, and a rough estimate of pay taken, relying upon the Accountant-General supplying the details at the end of the year, 3254; when the War Office Estimates reach the Treasury they are always gone through carefully to see whether there is anything in them upon which there is a difference of opinion, 3260, 3285-9; the troubles of the War Office, both in Supply and before the Public Accounts Committee, would be very much increased if the provisional powers conferred by Parliament on the Treasury were transferred to the Secretary of State for War, 3034; the value of the necessity of reference to the Treasury lies in the fact that it makes the Accountant-General keep a close watch on sub-heads, out of which excesses on Votes arise, 3042-4, 3212; there should be a reference to an outside body in regard to foreseen expenditure for which Parliament has made no provision, 3044, 3045, 3265; thinks there would be a considerable loop-hole in the Pay Warrant if the Secretary of State had power to dispense with its provisions without going to the Treasury, 3052; the Secretary of State's position would be much weaker if it were known he had a dispensing power to grant exceptions in individual cases, 3053, 3057, 3230, 3234-9; as regards money for other purposes than those of pay and allowances it would

Mr. ROBERT CHALMERS—continued.

probably be salutary if fuller powers were given to the War Office, 3055; in reference to Treasury control it is very important there should be uniformity, as far as possible, in the regulations, which govern the remuneration of men performing analogous functions for the State in different departments, 3064, 3065; it is very dangerous for a spending department to assume Parliamentary sanction for expenditure, 3067; it is most desirable that the anticipation of Parliamentary sanction should be extremely limited in extent, and the responsibility for that should be shared by an independent department, 3067-70, 3221; with regard to works and building services under Part I., the Treasury would be quite prepared to lump together the provision for the year for cognate works in a district, 3074-81, 3240-51; does not think, in Parts II. and III., the War Office would wish for greater freedom than they now possess, 3084-7; the power of the Treasury in regard to new works is practically limited to calling the attention of Parliament to the fact that estimates were made and had not been carried out; if it were an extremely bad case, Treasury would refuse to sanction the expenditure, 3088-94; the House of Commons originated the rule as to the necessity of Treasury sanction for purchase, sale, or exchange of land, or premises; the total under that rule might be increased, 3098-119, 3301; the rule for Treasury sanction in regard to services executed jointly with the Colonies is in order that there may be one central department to bring the other departments into harmony, 3120; for contributions towards cost of work, &c., made to public bodies or private individuals, the War Office always like to take the Treasury with them, 3122, 3123; previous Treasury sanction is always necessary for the insertion in Army Estimates of a service estimated to cost over 30,000*l.*, 3124-6, 3290; the War Office would be ill-advised to wish to take to itself and exercise by its Director of Contracts the power of granting an increased price to a contractor under a formal contract instead of getting an outside impartial department to assume the responsibility, 3133-47; the Treasury would have no difficulty in enlarging the limits of the rewards to inventors and royalties, if the War Office wish it, 3148-50; Treasury sanction has to be obtained for gifts of public property to Colonial Governments, public bodies, or individuals, 3151-3; if the Comptroller and Auditor-General took over the departmental audit of the War Office Accounts he would either surrender his present independent position or he would be apt to intervene in questions of administration, 3194-203; details of the general principles which guide the Treasury control of Army expenditure, 3204, 3205, 3262; is not aware that there is any dissatisfaction on the part of the War Office with the present Treasury control, 3206-10, 3225-7, 3231-3, 3263, 3275, 3276; the War Office does not appeal to the Treasury so frequently as the Admiralty; thinks the War Office should tend to conform to the practice of the Admiralty, 3038, 3292-8.

Mr. FRANK T. MARZIALS.**1. CONDUCT OF BUSINESS IN THE WAR OFFICE.****(a.) Administrative.**

The distribution of stationery should not be with the Central Branch, it should be distributed by the Store Branch, 7273; for the purposes of proper supervision and distribution of its work, the Registry should be under a Higher Division Clerk, 7274-80; is not in favour of the suggestion that each branch should have its own Registry, 7282-84; it would be a great mistake to have letters drafted or criticised in the Registry, 7285-6; it is necessary to have a Central Department to deal with all regulations, 7288; it will not be possible to simplify the Regulations until the matters they deal with are simplified, 7289; the Army Board is a useful institution, it would be better if it met at stated intervals, 7291-4; local professional inspection of works in districts by independent surveyors would be a good thing, 7299-312, 7335-6; when the Army Board, the War Office Council, or the Secretary of State, has to consider questions upon which different opinions have been expressed, the focussing of those opinions should be effected by the Central Branch, 7313-5.

Mr. FRANK T. MARZIALS—continued.**(b.) Financial.**

If the audit were transferred to the Auditor-General, the power of exercising judgment on the expenditure would probably be restricted within a very much smaller limit, 7265; there must be a central body in order to bring all the estimates into harmony, and to centralise and focus the amounts, 7295-8; the Finance Department should not be under the Military Department, 7263, 7316-34.

2. FINANCIAL CONTROL AND AUDIT.**(a.) External Financial Control.**

Does not think that the control of the Treasury is either needless or unreasonable, 3451-6.

(b.) Internal Financial Control.

If the Pay Department is kept down to the smallest peace limit, it is inadequate to the larger demands that are made upon it in time of war, 3317; the combination of the functions of a cashier, and those of principal auditor is not an undesirable one, with the audit of the War Office behind it, 3319; the arrangement under which the Paymaster lay outside the War Office, and the War Office audit was complete not only of those payments which the Paymaster had made himself, but those also of his subordinates, was the best system of audit, 3321; details of the method of auditing contractors bills, 3311, 3332-43; is constantly consulted, in a friendly and informal way, by officers, as to whether any action which they may contemplate would or would not conflict with rules, 3380-6; audit at the War Office means something more than is generally meant by audit; it means an examination to see if the expenditure is according to regulation, 3414; simplification of regulations is the great desideratum; does not think that regulation is carried too far and made a substitute for discretion, 3415-25; would not object to raising the power of the General Officer Commanding for writing off cash, 3457.

In an immense business like the War Office, it is desirable that there should be in the actual formation of the policy of the place a distinct Branch more permanent in its personnel than the Military Branches, and that that financial Branch should have the power of criticism and advice, 3795-811, 3817-20; in regard to payments under contract, the Paymaster is the officer who is responsible for seeing that the claim of the contractor is in accordance with contract, and correctly charged and computed; it is desirable that there should be this check upon the receiving department, 3826-47; before putting a regulation in force affecting Paymasters' work would consult the Quartermaster-General, and probably some half-a-dozen of the best Paymasters, 3854-5; has never known of any practical difficulty arising from an Officer Commanding keeping the private and public company funds in one banking account, 3856-9; it is desirable that the present audit of the Volunteer capitation charges, the Yeomanry charges, and charges by Post Office for money orders issued for Army Reserve should be continued, 3860-70; the present audit in regard to the payments made to pensioners, and to the Paymaster-General's Non-Effective Account might be reduced, 3874-80, 3887-92.

3. CONTRACTS.**(a.) Existing system.**

The proposal that the Contracts Branch should examine their own bills is not a sound one; an independent examination and check is desirable, 3893.

4. CLERICAL ESTABLISHMENT.**(b.) Substitution of Military for trained Civilian Staff.**

It is not desirable that clerks of the Higher Division should serve in the Military Departments, 7266; as a rule, military clerks are not quite as good as Second Division Clerks, 7268; military clerks employed at the War Office should be made interchangeable with the districts, 7271.

5. DECENTRALISATION.**(a.) Local Audit.**

If the Paymaster were a mere cashier, it would be undesirable that payments should be made without audit, 3309; in time a local audit office would lose

Mr. FRANK T. MARZIALS—*continued.*

touch of the traditions of the War Office, and come under the influence of the General Officer Commanding, 3323; as regards time, the representative of the War Office in Dublin would be no nearer a payer or payee in Cork or Belfast than he would be in London; outside a radius of 20 miles his personal intercourse would be nil, 3325, 3369-72; assuming it to be desirable to create a local War Office audit, it could be transferred bodily, but in that event it would be necessary to recreate an office for an equivalent number of men who would require greater supervision than those sent out, 3325-9; in regard to the current expenditure on bills, the local War Offices could send in to headquarters daily or weekly tabular statements showing how their bills were going, 3344-53; it might still be a convenience for large sums for bills to be paid from the War Office, 3350, 3551; the responsibility of the Paymaster would be limited to seeing that he was not making excessive issues, but the final audit would rest with the local War Office and not with the Paymaster, 3356; even in view of his responsibility as Accounting Officer, does not see why he should not accept the audit of his subordinates decentralised as well as of those in the War Office, 3357-61, 3367, 3368; for the purpose of supervising the local War Offices, it would no doubt be necessary to keep a small staff, who would pay surprise visits and report to the Accountant-General, 3365-67; the rules for the administration of a local audit would have to be somewhat more stringent than those adopted at headquarters, 3374; local audit would do away with correspondence on small matters, which at present give rise to a certain amount of irritation, 3376, 3377; if from the Paymaster is taken away the examination of a large portion of the payments he makes, the present number of Paymasters could be reduced, but in war time this would be regretted, 3388, 3389; if a local audit office is established, the clerk in charge must be a man of some standing, in order to hold his own with the General Officer Commanding, 3390; local audit would mean that at the various stations it would be necessary to have a staff more highly paid and of a superior kind to that with which it is possible to do the work when it is all in one place, 3391; if Paymasters were made cashiers, and only a sufficient number were maintained in peace time to do cashier's work only, that number would have to be largely augmented in war time to do cashier's work only, but such a system does not get rid of the audit which would be thrown back on the War Office examiners, the staff of which would also have to be increased, 3393-407; the local audit offices would contain a good many boys, but that sort of lad could not be taken for a foreign expedition, 3408-10; to reduce Paymasters to the position of simple cashiers, and to centralize all audit at the War Office, would mean an overgrown department at headquarters; it would mean immense concentration with an equivalent increase of correspondence, 3426-35; if local audit were established, a complete reorganisation of the Accountant-General's Branch would be imperative, 3439; if the local audit were made in full, and if it were taken as the final audit by the Accountant-General, the test audit at the War Office could be dispensed with, 3443, 3444; with a system of local audit it would be very difficult to provide a staff of Paymasters sufficient either in numbers or training for war, and also to supply from the War Office the additional amount of supervision that would be required, 3445-50.

Assuming that the Paymaster is to be only a cashier, if claims for direct payments are to be pre-audited before payment, it would be desirable to have local extension of the War Office, but if the full examination is done only after payment, the work can be better done at headquarters under one complete system and one head, 3770-1, 3821-5, 3850, 3851; if local audit were adopted, it would mean additional staff; it would be necessary to have in each district some financial representative of high standing and fairly well paid; the local examiner would also have to be of somewhat higher type than the one employed in the War Office, 3778-9, 3784; attaches great importance to those at headquarters being in close touch with the accounts, with the actual effect of what is done; if the accounts were taken away an additional source of knowledge would be taken away from headquarters, 3780-4, 3789; the audit and the administrative functions of the Accountant-General's

Mr. FRANK T. MARZIALS—*continued.*

Branch could be separated, but it would be at some cost and loss of efficiency, 3789-94; assuming that pre-audit of direct payments by the Paymaster is not necessary, a centralised War Office audit would be more economical than a local audit, 3848; directly decentralisation takes place there will be varieties of rulings, 3852.

COLONEL T. W. DRAGE.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

The payments for reservists and pensioners form the principal part of the work of the Pay Offices now in England, 3469-95; the Paymaster issues money on imprest to Captains of Companies and heads of departments; the imprests are cleared by accounts rendered at the end of each month, 3496-3511, 3602-10; the company pay lists are completely audited in the Pay Office; believes they are also audited at the War Office, 3512-25, 3739, 3740; the District Paymaster makes payments for small contracts for sums under 100*l.*, 3527, 3548-53; except at the districts the pay lists practically exhaust the imprests, and at districts the other payments under the imprests are comparatively small, 3528-33; the Station Paymaster is limited to the payment of troops; if he is District Paymaster as well, then he pays travelling allowances, contracts under 100*l.*, and miscellaneous services, 3530-43, 3674-86; officers have the option of drawing their pay and allowances through the agents or the paymaster, 3544; all payments made by District Paymasters are audited at the War Office, 3551; the Paymaster has nothing to do with the balance sheet of the company unless it shows that public money is being used for private regimental purposes, 3554-66; it would not be convenient for a company to keep separate accounts for its regimental and for its private funds, 3567-9, 3584, 3593, 3752, 3753, 3757-67; the Company Officer is allowed to have a balance of only 10*l.* of public money, 3577-9, 3592, 3611, 3612; sees no disadvantages in a system by which both public and private money is kept in the same company account if the regulations are complied with, 3595; the examination of travelling claims gives a great deal of trouble; has an Officer employed from about 9.30 in the morning to 4 in the afternoon checking them, 3613-23; the questions of local allowances do not give much trouble at home; each foreign station has its own local regulations, 3624-6; there are no means by which work on travelling claims could be reduced, 3627; before paying a claim under contracts requires a certificate from the Army Service Corps Officer that it is in accordance with the terms of the contract, 3641-4; checks all bills before paying them, finds a good many of them wrong, 3645-52; officers ought to have from five to seven years' service before they come to the Army Pay Department, and the maximum age limit should be lower than 35, 3661, 3666-9; officers who join the Pay Department from the Army, know more of the Service and its requirements than those who come from the War Office, 3662; thinks the Pay Department has been treated to some extent as a provision for men who were being turned out of the Service on account of age, 3663-5; there is not a needless amount of reference to the War Office by Paymasters, 3670-3; War Office observations on claims and on pay lists are not tending to increase; this to a certain extent is because the work of the officers of the Army Pay Department is better done now, 3711-17; the time that elapses between the rendering of an account and the receipt of the War Office observations is nothing like what it used to be, 3720; has made as many as 150 observations on a single company pay list, the errors arise from carelessness on the part of the company officer, 3717-25; the clothing compensation account is a terribly complicated business, the worst the Pay Department has had for any number of years; thinks it could be made to work more simply and easily, 3726-36; Paymasters are not consulted as to the working of regulations, but it is left to them to make representations to headquarters, 3736-8; the strength of the Pay Department has proved inadequate for the requirements of war, 3743, 3744; after 12 months of pay office work a military clerk ought to be a very good clerk, 3745.

Colonel T. W. DRAGE—*continued*.

5. DECENTRALISATION.

(a.) *Local Audit.*

It would be well that the General Officer should be in closer relations with the Paymaster, and consult him more in reference to the regulations, 3628-37, 3698-709; does not think it would answer in a big district, like Ireland, to reduce the paying centres and to disburse from Dublin; the work can be better done by not too much doubling up, and the Paymaster on the spot is a good deal of assistance to the local troops, 3688-90.

Mr. G. P. WIGHT.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

One-eighth of the company pay lists, and one-sixth of the district and direct charges are audited each month at the War Office, 3899, 3906-8, 3912-4; company and regimental funds are not examined, but in regard to the company pay lists which are fully examined, the company balance sheet is scrutinised in order to see that the company officer is not using public money to finance the different regimental funds, 3901-4, 3950-60; does not detect a great many errors in examining the Paymaster's account, 3909, 3938-41; when an account is completely examined the classification is reviewed, and mistakes of classification, which are very often numerous, are pointed out to the Paymaster, 3915-7, 3961-5; in order to lessen the work of classification, has endeavoured to get some of the headings of the estimates amalgamated, 3916-9; regimental officers have the option of drawing their pay through the Paymaster, but they very rarely avail themselves of it; they find it a convenience to have a banker in London act as their agent, 3920; the agent's accounts are always very thoroughly examined, they are carelessly rendered, 3922-30; at foreign stations the staff and departments normally draw their pay through the Paymasters, 3927; it would be a very good plan, in order to prevent overcharges of officer's pay, if the Paymaster paid the officer by sending a cheque or money order to the credit of the officer's account with the Army agent, 3928-37, 3941; company officers are frequently quite inexperienced in financial matters, and often lose or muddle away the cash; the colour-sergeant in many cases is also a man of no experience, 3943-8; under the present system the test audit of one-eighth is sufficient, 3949; the Paymaster's audit of the accounts is, in theory, complete; he reviews every penny that is charged against the public, 3957; company pay lists are made out in duplicate, and the duplicate pay list is sent to the War Office as a voucher in relief of the imprests issued to the Paymaster; in regard to the question of obviating the compilation of the seven-eighths of the monthly account not examined at the War Office would not regard as satisfactory, and in lieu of those pay lists a simple certificate from the Paymaster stating that he had examined the accounts in detail and satisfied himself that all the payments were correct and according to regulation, 3966-4000, 4040-2; it is a distinct economy that the Paymaster audits the regimental accounts, 4004; the errors in the company pay lists audited by the Paymaster are often very numerous, 4020, 4021; to remove all audit from the Paymasters, and centralise it at the War Office, would be a bad system, 4032; in view of the complicated regulations the present system works as well as any such system ever can work in time of war, 4033; the present examination and audit are rendered far more difficult than need be by the complications in the soldier's pay and allowances, 4034-9.

5. DECENTRALISATION.

(a.) *Local Audit.*

Local audit would be a very wasteful system, the Paymaster being merely a cashier the benefit of his present services would be to a large extent lost, and there would have to be a great multiplication of the civil staff, 4001-19, 4023-29; if local audit were introduced correspondence with headquarters would be increased, for there would be a difficulty in securing uniformity in the interpretation of the present difficult and complicated regulations, 4024-9.

Colonel E. BAINBRIDGE.

2. FINANCIAL CONTROL AND AUDIT.

b. *Internal Financial Control.*

The local auditor, acting for the Accountant-General, examines as well as audits the factory accounts, they are also dealt with by the Comptroller and Auditor-General who has representatives at Woolwich, 4401-18.

3. CONTRACTS.

a. *Existing System.*

Buys by contract the annual stores in bulk, but all demands for new stores come to him from the heads of the department concerned and are then sent on to the Director of Contracts, 4240-58; certain classes of tenders are always referred back to him before acceptance, but the rule does not apply to all tenders, 4259-67; is sometimes compelled by the Contracts Branch to accept the lowest tender, details of an instance in which the Contracts Department forced the factories to accept the tender of an unsatisfactory contractor who was unable to supply the order, tender subsequently cancelled, and order placed with firm originally recommended by the factories; has had a good many such cases, 4268-96, 4493-500; things are often wanted in a hurry when there is no time for making experiments; in such cases applications are made that the contracts be given to certain firms, 4295, 4496; in order to avoid delay and correspondence accepts the ruling of the Director of Contracts; has the right of appeal to the Director-General of Ordnance, but does not exercise it, the contracts are too numerous, 2646 in the year 1899-1900, 4284-7, 4323-8; is allowed to visit the works of contractors and does so to a great extent; the Director of Contracts has asked to be informed of such proposed visits in order that a representative of his Branch may be present, 4297-304; in order to widen the area of supply the Director of Contracts gets as many firms as possible on his list, which is also frequently added to by the factories, but there is no general co-operation between the two Departments in the compilation of the list, 4305-22, 4532, 4533; protests, as a rule, against orders being given to firms he knows nothing about, 4342-4; there is great delay in the delivery of stores which is frequently occasioned by want of plant in Contractor's works, 4347-56; understands that the infliction of fines is hardly ever imposed; if it were done rigorously prices would be put up, 4357; has purchased in default, but it is always a difficult process, 4360; if the Director of Contracts had on his list only such firms as the factories recommended the delays would be reduced, 4361; would rather have power of purchasing to a greater extent than calling for tenders to a greater extent; is at present limited to orders of 25*l.*; in 1899-1900 out of a total of 2,646 the Director of Contracts placed order for 629 of 25*l.* or under; if the factories were given a limit of 500*l.* would have had 2,231 out of 2,646; if 250*l.*, would have had 1,998 out of 2,646, which would represent 130,000*l.*, as against 1,250,000*l.* for the remaining 648 contracts, 4362-72, 4502; would feel very comfortable if he got a voice in the selection of tenders and an increased limit of unrestricted purchase, 4377-400; has every inducement to take the lowest tender whenever there is any reasonable hope of getting the work done, as it affects the prices of factory work, 4481; maintains a familiar acquaintance and touch with the sources of supply of all materials he requires, 4503-10.

b. *Transfer of Contracts to Military Departments.*

If the making of contracts were left with the factory would issue tenders to only those firms whom he knew would supply; would give trial orders so as to add to his list and would then take the lowest tender without hesitation, 4329-40, 4361, 4482-9; if contracts were left with him it would require skilful and careful management on his part to obviate charges of making monopolies, &c., 4373, 4374; if the duty of getting tenders were left with him would get the contracts placed in less than the present average time of one month, 4331, 4482-8; if he made the contracts would want an addition to his staff, 4527-9.

MR. HAY FREDERICK DONALDSON.

3. CONTRACTS.

(a.) *Existing System.*

Supplies specifications of machinery required to the Chief Superintendent who sends the demands to the Director of Contracts, 4545, 4546; if he says he wants a particular machine the Director of Contracts places the order with the firm he mentions, 4549, 4550 4593; pays visits of inspection in order to keep in touch with what is going on throughout the mechanical trades of the country, 4562-7.

(b.) *Transfer of Contracts to Military Departments.*

It would probably be a better system if they were able to order things direct, rather than go through the Director of Contracts, as a commercial engineer sees no advantage arising out of the intervention of the Director of Contracts in the purchase of machinery, 4548, 4549, 4591, 4592; if he took over the making of contracts it would in many cases quicken matters, and in others it would not, 4594-9.

MR. J. T. LA BROOY.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

The factory accounts are audited by the War Office Local Auditor and a representative of the Comptroller and Auditor-General; in reference to the detailed amounts expended, the Local Auditor and the Comptroller and Auditor-General do not appear to go over the same ground, but the balance sheet, the capital account, the indirect expenditure statement, and the comparison of prices they both examine fully, both in regard to figures and methods, 4635-47, 4658, 4661-74, 4694-8, 4735-9; the auditing of the cost records is important to every one of the customers of the factories; practically the factories cost accounts are audited on behalf of the customers, 4648-53; during the 12 or 13 years that his office has been in existence there has not been a single bill prepared there for payment to contractors on which a wrong amount has been paid, the bills are most carefully examined before they go forward, 4689-93, 4715; sees no reason why the whole of the audit should not be done by a Branch of the War Office at Woolwich, 4699, 4716.

The object of stock-taking is to get at the cost of the articles produced in the Ordnance factories; details of procedure adopted, 9081-99, 9137-86; there is at present an independent branch of the Accountant-General's Department at the Arsenal; much of the work is done by personal conference, but even that system might be extended; there is still a large amount of correspondence over trifling things, 9117-27; has frequently to deal with different branches of the War Office on the same question, 9128; details in reference to the distribution of labour between day-work and piece-work in the Ordnance factories, 9187-218.

3. CONTRACTS.

(a.) *Existing System.*

All demands for small purchases up to 25l. are brought to him; invites three tenders mostly from local people in every case, 4623-34, 4717-34; in cases of urgency has purchased things direct, and then applied to the Director of Contracts for covering authority, which has always been given, 4627-9; if the factories were allowed to purchase direct up to 250l. instead of 25l. there would be about a week saved in every case; it would dispense with about three-fourths of the present references to the Director of Contracts, 4675-80, 4728, 4729, 4740-50; in one year alone as many as 1,500 telegrams were sent to contractors urging on deliveries; it is only a very small percentage of delays that is reported to the Director of Contracts, 4681-3.

MR. J. A. FLYNN.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

Is very dissatisfied with the regulations, they are very long-winded and badly expressed, 4953-61; in theory, his Branch has no voice in the policy of a regulation, but if it appears to be a bad regulation, they do, in

MR. J. A. FLYNN—continued.

fact, raise the question, 4962-9, 4990, 5038-5041; the Pay Warrant cannot be made a good book of regulations unless some of the conditions are simplified, 4970, 4971; the pension regulations are excessively complicated; half the complications would be wiped out if pensions were based on length of service, with some allowance for superior service, 4970-7, 4984, 4998; the subject matter of the regulations is made more intricate than it need be, or would be, if the detailed effect were considered before the decision was given, 4978; of late years there has not been much difference in the number of regulations issued, 4992; only a small financial loss would have been occasioned by making the regulation simpler, and calling the messing allowance pay, and treating it as pay, 5003; the complication of the regulations arises from the desire of the War Office to have a regulation to cover everything, 5018; the red tape in the regulations arose from the War Office being too much harried by the Treasury, and by questions in the House of Commons, and by too much attention being paid to newspaper criticism, 5019, 5020; if he noticed a new regulation restricting the power of the General Officer Commanding which conflicted with the intention of the Decentralisation Committee, would call special attention to it and ask whether it should go out, 5027; it is the duty of his Branch to see that all the Branches concerned are consulted before any regulation is issued, 4956, 5028-31.

GENERAL SIR EVELYN WOOD.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

It would be an advantage, in regard to the work of the Office, and it would relieve the Commander-in-Chief of a certain amount of detail if there were a weekly meeting of the heads of the Military Departments, something analogous to the old Adjutant-General's meeting, which should act as an advisory board to the Commander-in-Chief when necessary; this meeting should be presided over by the Adjutant-General, 5520-56; would deprecate the Army Board sitting without the Commander-in-Chief, 5548-50; House of Commons questions are largely responsible for the degree of centralisation that prevails, 5590-92, 5614-21; a great deal of work that is now done in the Adjutant-General's Department could be transferred to the Military Districts, 5590, 5593, 5613.

(b.) *Financial.*

The Adjutant-General has not at present any authority in matters of finance; power should be given to him to settle matters of minor importance without reference to the Accountant-General's Department, 5490-503, 5575; it is desirable that in peace time military officers should have an opportunity of gaining experience in regard to the financial powers which they are called upon to exercise in time of war, 5497, 5498, 5557, 5558, 5584; a closer touch between the Military and the Finance Departments is essential to smooth and economical working, 5582; the present system by which the Pay Department is placed under the Quartermaster-General is better than a system by which they would be under the Financial Secretary, 5562-4; the Adjutant-General's Department should be in a position to frame estimates and financially consider the cost of the present and proposed personnel of the Army, 5624, 5625.

4. CLERICAL ESTABLISHMENT.

(a.) *Present Numbers, Status, and Division of Duties.*

The staff of his department is inadequate to carry out the duties properly, 5504, 5505, 5566. There is dissatisfaction amongst the clerks in his Division; they feel, when they come to the Military side, that they are lost, and that they will get no more promotion, 5518, 5519.

(b.) *Substitution of Military for Trained Civilian Staff.*

In the Military Division Higher Division Clerks should be replaced by Staff officers, retaining the Second Division Clerks in their present places, military clerks being used for returns, &c. and other non-confidential matters, 5506-17, 5559; there is no difficulty in getting Staff clerks from the Army good enough for the duties they should perform in the War Office, 5560, both the officers and the Military Clerks should be interchangeable between the War Office and the Districts, 5515.

GENERAL SIR R. HARRISON.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

In favour of the institution of a Board of Officers, something analogous to the Adjutant-General's Meeting, which should meet at stated intervals and settle questions in which the various departments are concerned, 5636-57, 5894-5908, 5928-30; the Inspector-General of Fortifications should be allowed to get what staff he requires, and settle their conditions of service, 5768-72; the Inspector-General of Fortifications should make his own regulations, 5817-19; barracks work could not be done more economically by civil agents; if it were taken away from the Royal Engineers and given to civilians there would be a large duplication of staff, 5865-81; the correspondence between the departments of the War Office is more diffuse than it need be, 5882-93, 5927, 5931-35, 5936-55; the purchase of ranges is a very complicated question, 5956-60.

(b.) *Financial.*

Would do away with the present audit carried out in his office by the Accountant-General; would have a test check by the surveyors, but would practically accept the certificate of the officer on the spot, supervising his work by periodical inspections, 5721-67, 5909-17; up to the present has not had nearly enough money to maintain the barracks and keep them in proper order; Part I. should be confined to new work, and all repairs and maintenance should go to Part III., 5773-7; the Inspector-General of Fortifications should bring forward for annual estimate or for loans such new services as Army changes render necessary, 5778-5816; it would be more convenient to carry out large new works under loans, leaving maintenance to the annual estimates, 5780, 5783, 5925-26.

3. CONTRACTS.

(a.) *Existing System.*

Contracts should not be given to unsatisfactory contractors; the Inspector-General of Fortifications should have the deciding voice in all works contracts, 5918-20.

(b.) *Transfer of Contracts to Military Departments.*

Should be at liberty to make his own contracts without any reference and without an intermediary or agent in the person of a Director of Contracts, 5663-73; would like to have power of purchasing stores up to 500l. 5921.

4. CLERICAL ESTABLISHMENT.

(b.) *Substitution of Military for trained Civilian Staff.*

Is in favour of the association of civil clerks with officers at headquarters in order to maintain continuity, 5820-36.

5. DECENTRALISATION.

(b.) *Transfer of Contracts to Military Districts.*

Would give general officers power to make contracts up to 4,000l. or 5,000l., allowing them to determine the list of contractors, and settle which contract should be accepted, 5674-5720.

(c.) *Delegation of Control to Military Districts.*

The purchase and sale of lands should be carried out at headquarters, and should not be entrusted to general officers acting in conjunction with the Treasury Solicitor, 5837-64.

MR. J. M. BULL.

2. FINANCIAL CONTROL AND AUDIT.

(b.)—*Internal Financial Control.*

The existing audit of the Works Branch is practically illusory, 5965-6033; the surveyor at headquarters should be attached to the Accountant-General's Department in order that the rates and prices in a contract may be properly checked; would have more confidence in surveyors serving under the Accountant-General, 6034-44, 6062-4, 6132, 6153, 6154; in order to avoid errors in quantities there must be local inspection; would send inspectors to examine buildings from time to time, 6045-51, 6084; instances in which certificates in reference to work, &c., are

Mr. J. M. BULL—*continued.*

demonstrated to be worthless are frequent enough to throw grave suspicion on the value of the whole system under which they are rendered, 6066-154.

MR. B. B. CUBITT.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE

(a.) *Administrative.*

Sees no objection to the Inspector General of Fortifications taking charge of his own printing, but it is more convenient for all the printing to go through C.2., where they have a knowledge of what matter exactly is placed out to the various printers, and are thus able to spread the work in times of pressure, 6686-6757; except on the possible ground of economy, there would be an enormous advantage if the War Office could make its own arrangements with the printers, 6758-65.

MAJOR-GENERAL SIR C. GROVE:

1.—CONDUCT OF BUSINESS IN THE WAR OFFICE:

(a.) *Administrative.*

The Army Board at present is not a sufficient machine for centralising all military proposals and for keeping a general purview over expenditure; a Board is not a good machine for going into questions of detail, 6887, 6882, 6883; all letters from the military department should go out in the name of the Commander-in-Chief, 6936-43; it would be a good thing if the Army Board were made a working reality, and if the Commander-in-Chief through that Board settled questions, not only of policy, but also the cost of that policy, and the finance required to carry it out, 6962; there is too much correspondence at present, a large part of this is in reference to the interpretation of regulations; the correspondence would be reduced if the regulations were simplified and codified, 6993-7; the direct Military Adviser of the Secretary of State should be the Commander-in-Chief, 6998-7003; the Commander-in-Chief should have the entire Military responsibility for the efficiency of the Army, 7028-36; there is on the Military side of the War Office a want of some officer or central office to see that all questions have been properly discussed before being submitted to the Commander-in-Chief, 7035, 7036; there is a steady tendency at the War Office, due to outside causes, and the intervention of the House of Commons in matters of executive military detail, for matters connected with the military direction of the Army to pass from the military officers to a civilian exposed to the political pressure of parties; the result is injurious to the Army, and to the administration, for it causes over centralisation and useless work, 6920-35; the civil side of the War Office is too much mixed up with pure administration, and the responsibility of the military heads is thereby impaired, 6973-9, 7008, 7009.

(b.) *Financial.*

The separation of finance from the Military Department does harm; the Commander-in-Chief is the only one who can say properly which are the most important Army Services; to carry out this duty he should have a proper staff of officers capable of advising him in regard to the financial bearings of proposals, 6866-8, 6955-63; would place on the Commander-in-Chief the responsibility of keeping a general watch over Military expenditure and of supervising and causing to work together all the great Supply Branches; it would tend to real economy, 6869-81, 6972-5; the number of small matters which under the Pay Warrant require the approval of the Secretary of State, have diminished of late years, but are still far too many, 6911-9; every spending department should frame its own estimates, and keep an account of its own expenditure, 6987-92; the dissociation of military action from account keeping and finance has tended to make officers think very little of the money side of questions, 6866, 7037, 7051, 7052; the Commander-in-Chief should have the amount of money allotted to him by Parliament placed absolutely at his disposal, and the sum once settled should be voted for a certain term of years, 7058-72; War Office audit should be dropped altogether; the audit should be done only by the Auditor-General, 6988, 7071; the concentration of financial control in the Civil Branch

Major-General Sir C. GROVE—continued.

permits that Branch to spread itself over military questions of all kinds; the tendency is to take away from military people the direct responsibility which ought to rest on them, 6980-6, 7010, 7051; the Accountant-General's Department, except the audit, should be transferred from the Civil to the Military side of the War Office, leaving with the Financial Secretary only a small staff of clerks, 7040-50, 7062.

4.—CLERICAL ESTABLISHMENT.**(b.) Substitution of Military for trained Civilian Staff.**

If the Accountant-General's Department were transferred to the Commander-in-Chief, it would be immaterial whether the staff was civil or military; would prefer it to be military, 6901-10; would approve of Military Officers in the place of Higher Division Clerks; and Military Clerks in the place of Second Division Clerk; would have them interchangeable between the War Office and the districts, 6944-54.

5. DECENTRALISATION.**(a.) Delegation of Control to Military Districts.**

Would make General Officers Commanding responsible for the complete financial bearing of all proposals they put forward, 6884-95, 6987-71, 7053-7.

COLONEL J. T. SKINNER.**1. CONDUCT OF BUSINESS IN THE WAR OFFICE.****(a.)—Administrative.**

There is an advantage in present system under which the Quartermaster-General has to be consulted in regard to all site plans, but a great deal of delay occurs from the fact of the Inspector-General of Fortifications being at the Horse Guards and the Quartermaster-General in Pall Mall, 7096-106, 7151, 7156-69; the responsibility of the Quartermaster-General comes in, in many ways, in reference to rifle ranges; at present, the Quartermaster-General is responsible for all ranges, 7107-52; there is a certain amount of duplication in the functions of the Quartermaster-General and the Inspector-General of Fortifications; this could be avoided if both branches were under the same roof, 7153-5, 7174; directly a site plan is settled, the Quartermaster-General drops out of the question, and the Inspector-General of Fortifications takes up the plan for construction, 7167; continuation services absorb nearly the whole of the annual estimates; the only way to arrive at a satisfactory method is to transfer all the bigger services to loans, 7172; the precise position of the Quartermaster-General and the Inspector-General of Fortifications in regard to sites and buildings might, with advantage, be more clearly defined, 7175-95, 7204-12; where there has been delay in the provision of a rifle range, it has arisen, as a rule, from failure to find a suitable site at a suitable price, 7238-60.

4. CLERICAL ESTABLISHMENT.**(b.)—Substitution of Military for trained Civilian Staff.**

In a branch such as that of the Quartermaster-General it is better to have only civil clerks; does not require any of the Higher Division; sees no objection to a certain admixture of civil and military, but the military clerks should be interchangeable with the districts, 7196-203.

5. DECENTRALISATION.**Delegation of Control to Military Districts.**

Small minor matters in regard to buildings and sites might be left to Generals Commanding, but all larger questions must come to headquarters for decision, 7077-95, 7213-9.

MAJOR-GENERAL SIR F. MAURICE.**1. CONDUCT OF BUSINESS IN THE WAR OFFICE.****(a.) Administrative.**

Almost all the questions that force correspondence on the War Office will obtain nearly as much with the Army Corps as they do now with the Districts 7354, 7361, 7364-6, 7380, 7540-1, 7573; if Army Corps are established it will be necessary, in order to provide drafts for foreign service, to have Army Corps at home fitting to Army Corps abroad, 7378-93; the effect of the recommendations of the Decentralisation Committee has been to reduce the correspondence between the War Office and the

Major-General Sir F. MAURICE—continued.

Districts to about one-third of what it was, both in normal and abnormal times, 7400, 7401; it is vitally necessary that officers of the War Office who have power to decide questions locally should have their time sufficiently free to go down and see for themselves what is going on in the different districts, 7421-4, 7461-6, 7502, 7503, 7554-9; when the Army Board has to decide upon questions affecting a district the General Officer Commanding should be given an opportunity of expressing his views personally upon the subject, 7438-43; in order to relieve the pressure upon the War Office there should be more independent heads, with power to settle questions as they arise, 7454, 7541; confusion in regard to War Office decisions arises owing to the unsatisfactory way in which letters are treated on receipt in the Registry; would prefer the old system of addressing letters to the head of the particular department which deals with the subject matter, 7467-99, 7530, 7531, 7545-9; the abolition of the office of Deputy Adjutant-General, Royal Artillery, has in practice proved a disastrous failure, 7505, 7506; his difficulties as General Officer Commanding arise, not so much from insufficient power as from the difficulty of getting through matters which must be referred to the War Office; the delay that occurs there is due to the fact that individuals are overworked, 7540, 7541, 7553, 7560-2; the source of all centralisation and of all congested correspondence is practically to be attributed to the principle of continual check and revision to avoid insignificant mistakes, 7563-7; many of the regulations bind everybody much too tightly for the public advantage, 7573, 7574, 7581.

5. DECENTRALISATION.**(a.) Local Audit.**

If the officer in charge of the Local Audit Office had power to deal with questions finally it would very much simplify correspondence, 7397-9; if it is merely a question of interpreting the financial regulations as they exist, then a Paymaster in a district is adequate, but if it is a question of spending money irrespective of regulations, then a financial adviser is essential, 7460, 7579, 7580.

(b.) Delegation of Control to Military Districts.

As a rule anything which can be dealt with in a district without interfering with another district is now, so far as the War Office is concerned, left to the discretion of the General Officer Commanding, 7354-60; if the Army Corps districts are to be self-contained and autonomous, it will be necessary to furnish each with complete facilities for the various courses of instruction and drill, 7368-77; at the present has all the power which could be usefully exercised by himself and his officers in his district, 7457-59; the preparation of drafts should be put out to districts, 7518-20.

MAJOR-GENERAL L. V. SWAINE.**1. CONDUCT OF BUSINESS IN THE WAR OFFICE.****(a.) Administrative.**

If decentralisation is to be effected in the War Office it will be necessary either to reduce the powers of the Adjutant-General or abolish his office; he should be replaced by an Inspector-General for each arm of the Service, 7587-603, 7884-98, 7905-19, 7934-41; delay arises from the fact of there being only one huge Registry at the War Office; if the Adjutant-General were replaced by Inspectors-General, each letter could then be marked with the arm of the Service to which it referred; the work between the districts and headquarters would be expedited if each department of the War Office had a Registry of its own, 7587-91; so long as the powers of the Adjutant-General are undefined he is able unduly to extend their practical application; there should be an Inspector-General for each arm of the Service, who should not only inspect but control the discipline of his own branch, 7604-34, 7888-90, 7934-7; the regulations are badly worded, 7733-46; since the Decentralisation Committee reported the number of returns sent to the War Office from the districts has diminished; there is room for still further reduction, 7752-63; has no difficulty in getting replies from the War Office, 7848; would take the Barrack Branch from the I.G.F. and put it entirely under the Quartermaster-General, 7898-900, 7956-61.

Major-General L. V. SWAINE—*continued.*

(b.) *Financial.*

Contractor's bills of 100l. and upwards now sent to the War Office should be paid by the district paymaster, 7747-51.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

Many of the certificates at present required for allowances as well as for stores are very unsatisfactory, 7675-717; the station paymasters should pay district charges, 7730-35.

5. DECENTRALISATION.

(a.) *Local Audit.*

There would be no difficulty in local audit; it would make the district more self-contained, 7735, 7736; local audit would save trouble and correspondence with the War Office, 7739-46; if a local auditor were placed at every Army headquarters the English system would approximate very closely to the German system, 7764-75; it would be perfectly satisfactory to accept the German system of audit—details, 7872-85.

(b.) *Transfer of Contracts to Military Districts.*

Unless very considerable improvements can be introduced into the Barrack Branch of the Inspector-General of Fortifications' Branch and into the Contracts' Branch, is strongly of opinion that some of their work should be deputed to the Generals of Districts, 7635-49; a great many of his difficulties in regard to contracts would be obviated if he had a very large share in settling the composition of the list of approved contractors; Generals Commanding might have a freer hand in regard to contracts generally, 7650-74.

(c.) *Delegation of Control to Military Districts.*

The appropriation of quarters in a barrack should be within the discretion of the General Officer Commanding without reference to the Quartermaster-General, 7718-29; if the suggested six military districts are to be effective, they must be treated very much on the German plan, they must contain their administrative functions within themselves—details, 7776-843; if command in the districts were concentrated in the hands of Army Corps Commanders there would be no difficulty in supplying the drafts necessary for foreign service, 7962-75.

GENERAL SIR REDVERS BULLER.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

Many of the regulations affect principles which the War Office alone is cognisant of; it has the power of taking a very much wider view than the officer in the district can, 8087; would like to see the military government of the War Office organised exactly like an Army in the field; all staff training should be the same in principle, and every District the same, and then, when moved into the field, everything would go on the same; at present, when war breaks out, officers have to learn duties which they are never allowed to touch in peace time, 8088-108, 8167; assuming that the suggested six Army Corps were established in a year or so, it would be quite within the power of the Staff already existing to administer them, 8158-62; it is very important to simplify the regulations and make them more elastic, 8171, 8179, 8240-3; unless the military heads of departments in the War Office are allowed to consider in concert all military proposals before they go to the Secretary of State, there will be a failure to obtain proper co-ordination, 8172, 8173, 8219-39; it is essential for the efficient working of the Army that the Army Board should be set up somewhat on the lines of the Adjutant-General's meetings and should hold its meetings at fixed periods 8231-9.

(b.) *Financial.*

The great blot in the military administration of the Army, has been that there has never been any attempt to place financial responsibility on the Commander-in-Chief, and through him on the Generals Commanding, 7985, 8165-7; Army finance is over-controlled by regulations; would make them

General Sir REDVERS BULLER—*continued.*

more elastic, 7989, 7990; every building should be a lump sum Vote, 8020-7, 8124-32; troubles in regard to works sometimes arise through a want of system between the Districts and the War Office, 8028-35; instead of allowing a percentage of material for wear and tear, would allow the Officers Commanding a unit so much money for the upkeep of his stores, leaving him to purchase whatever was necessary, 8045-9, 8197-201; does not want the War Office to be an Accountant Department; it should be an Audit Department, and its decisions should be enforced through a Military Department, 8120; when the policy of expenditure has been settled the heads of the Spending Departments should be allowed to administer their own Votes, subject to audit, to see that the money is spent according to regulations, 8174, 8175; would place accounts under the Military, and leave the audit to the Civil Branches, 8176, 8177, 8194; it is a very difficult thing to lay down fixed rules for pay and allowances, but would be inclined to consolidate more than is done now, 8183-8186.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

The money recovered by way of disallowance is not worth the tremendous friction nor worth the great distrust it teaches officers stationed in the districts to feel of the War Office, 7989, 8006, 8052 8059; in lieu of the numerous certificates now required on travelling and other claims, would accept the examination of the Paymaster, subject to subsequent War Office audit, 8050-64; his panacea all through for the simplification of account is a more direct responsibility for expenditure, 8038, 8148.

3.—CONTRACTS.

(a.)—*Existing System.*

The Contracts Branch suffers from being too much detached from the Army; the War Office is not as good as it ought to be, as it is not particular enough about the contractors who are put on the list, 8014-9, 8133-6; for large expenditure there is not centralisation enough; large contracts, anything over 2,000l., are better left in the hands of a Central Office, 8018, 8019, 8137-47; the Director of Contracts should not force upon a General Officer Commanding a contractor to whom the general objects, 8163, 8164.

(b.)—*Transfer of Contracts to Military Departments.*

Is strongly in favour of there being an independent Contracts Branch, 8012-4, 8019; in order to be particular with contractors, advocates the retention of the Director of Contracts and his branch, 8019.

5. DECENTRALISATION.

(a.) *Local Audit.*

Would have a local auditor to audit, and question, if necessary, a general's expenditure; the auditor should be a War Office official of high class, 7990-8011.

(c.) *Delegation of Control to Military Districts.*

Has had no trouble in regard to Stores, but does not like the Store Accounts, nor the principles upon which they are kept; has made proposals for a change of system, 8036; would make the Commanding Officer of a unit responsible that he did not exceed the regulations in regard to Stores; would treat irregularities as breaches of discipline, 8037-43; the only matter in regard to which decentralisation can actually take place is in the expenditure of money, 8086, 8148; for the lesser building works all responsibility should be centralised in the Districts, and for larger works in the Central Office, 8146, 8147; the General should be responsible for the money that is spent within his district; he should be the Accountant to the War Office, and the Accounts should be subject to his revision and decision before they go to the War Office; the accuracy of the accounts should be enforced as a matter of discipline, 7986-8011, 8073-5, 8110-22, 8148-62, 8168, 8188-94, 8202-18, 8241-54; wants to see, throughout the Army, more responsibility placed upon individuals; that can only be done by delegating financial powers in the expenditure for stores, 8109.

LIEUTENANT-GENERAL SIR W. F. BUTLER.

1.—CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.)—*Administrative.*

The reports and returns now rendered by the districts to the War Office are too voluminous; they are compiled in too great detail, and the detail is unreliable, even when completed, 8259-81, 8390, 8442-5; does not see how any effective decentralisation of work can be arrived at without a fundamental reorganisation of the forces; the Field Army ought always to be kept distinct from the Garrison Army, 8390-400, 8431; real decentralisation is not a question of throwing so many more duties upon the districts, it is a question of delegation of authority and responsibility right through the whole fabric of the Army, 8260, 8446-50.

(b.)—*Financial.*

The rates for pay and the allowances for clothing are capable of simplification, the present complicated system of accounts is unnecessary and uncalled for, would give consolidated rates, daily, weekly, or monthly; would also consolidate the pay of officers in districts, and treat them as officers at headquarters are treated, 8355-75.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

It is necessary that officers should be charged with paying their men and with the company's accounts, but would put every officer through a course of book-keeping, 8375-7.

3.—CONTRACTS.

(a.)—*Existing System.*

All contracts should be thrown open to the whole of the general public by advertisement, 8300-2; the General Officer Commanding should have a leading voice in the placing of contracts, 8304.

5. DECENTRALISATION.

(a.) *Local Audit.*

It would be an improvement to have local audit; does not see why the District Paymaster should not do it, 8344-54; if there were a proper system of decentralisation and a proper expert financial staff, the paper work and the administrative work of the General would be proportionately lessened, 8457-60.

(c.) *Delegation of Control to Military Districts.*

The General Officer Commanding should have, as far as possible, a free hand within the regulations, 8283; would give a General a Works Vote and a Vote for Stores for his district, fixed upon the average of the last five or seven years, and allow him, subject to audit and inspection, to maintain his district and improve his district so far as he could improve it, 8283-97, 8324, 8336, 8471-92, 8516-8; in regard to most stores would make the districts self-contained, 8380-6; if his suggestions in regard to a Works Vote, to pay, clothing, stores, &c. were adopted, and if there were local audit in the district the General in command should be able, subject to periodical inspection, to carry out his command with practically no reference to the War Office beyond his annual report, 8412-28; so far as the district is concerned, there is room for more decentralisation in the work of the various officers of the General's staff, 8457-70; there should be a distinct division made between the military staff duties and the purely administrative and business matters carried on under a General, and at the head of each division there should be a staff officer, 8431-5, 8493-7; the provisions of drafts and the question of recruiting could not be decentralised, they must be arranged from headquarters, 8520-6; details showing how far various suggestions made to the Decentralisation Committee could be carried out, 8508-15; it would be a good thing if a sum of 300l. a year were, subject to audit, placed at the absolute disposal of the General of a district to meet small services, 8326-40; the Chief Paymaster should be the financial adviser of the General Officer Commanding; the position of the Paymaster should be much more recognised, 8342, 8378; if the General had power, and was largely consulted on the question of the list of approved contractors, it would make the authority he now has of dealing with contracts up to 2,000l. more of a reality, 8325; would like to have the present limit of 2,000l. extended up to 5,000l., 8292, 8441.

MAJOR-GENERAL SIR T. FRASER.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

The present system, under which purchases and sales of land are carried out direct by the War Office, is by far the best arrangement that could be made, 8695-7; in view of the functions and interests represented by the Adjutant-General, the Quartermaster-General, and Inspector-General of Fortifications, it is essential that they should all be consulted in reference to the acquisition of rifle ranges, 8744-9.

(b.) *Financial.*

It would be a great advantage if Generals knew in October what works would be included in the following year's estimates, work could then be begun on the 1st April, 8561-71; canteens should be under Civil managers, or retired officers, 8580-90; the War Office supervision of the General's financial functions, as it exists now, is a very valuable factor; it collates the system of looking at things from a broad point of view, 8654-7.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

It would be a deplorable thing if the payment of the men were not in the hands of the Company Officers, but the present complication of the accounts and regulations take up too much of the Officers' time, and injures their military efficiency, 8539-56, 8709-11; in the future Paymasters must give a very great deal more assistance to Officers, and Officers must look for assistance from the Paymaster's office, more than they do now, 8554-60.

3. CONTRACTS.

(a.) *Existing System.*

There would be no difficulty in accepting the lowest tender, provided the General had a large voice in determining the list of contractors, and if no one was kept on the list without his consent; the final decision in regard to placing a contract ought also to rest with the General, 8658-69, 8718-33.

5. DECENTRALISATION.

(a.) *Local Audit.*

It would be a very great advantage to have a local section of the War Office Finance Branch, under a Local Auditor, with powers delegated from the Accountant-General, in every district to help the General Commanding, and the final audit should be made in the district, 8533-9.

(c.) *Delegation of Control to Military Districts.*

It would be possible, subject to inspection, to give a General a certain sum for the maintenance of buildings in his district, and allow him to spend it at his own discretion, 8670-5; in order to perfect decentralisation, would give the General in a district the entire power and responsibility of dealing with everything arising under his command without reference to the War Office, except in reference to unforeseen and largely important questions, 8698-708, 8712, 8734-40; it is a serious matter that at present the time of the Staff of the district is largely taken up with all sorts of formal and routine matters, 8713, 8714; the limit within which a General has power to write off over-payments should be extended from 1l. to 10l., 8578-80; in order to lessen reference and correspondence, would give Generals larger powers in regard to forage, casting of horses, extra duty pay, &c.; details, 8593-653, 8698; within the limits of the decision of the highest authority the General of a district ought to have the freest hand that he can in the expenditure of the money allotted to his district, 8735-40.

GENERAL H.R.H. THE DUKE OF CONNAUGHT.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

There should be a qualified War Department Land Agent in Ireland, 8755; letters from the Inspector-General of Fortifications department should be sent in triplicate to the districts, 8783-8; the scope of the ordnance workshops in Ireland should be extended, 8789-811; approved of the abolition of the office of Deputy Adjutant-General, Royal Artillery, 8900-4; is strongly in favour of the appointment of Inspector-General of Cavalry, Infantry, and Artillery, who

General H.R.H. the DUKE OF CONNAUGHT—*continued*.

should report direct to the Commander-in-Chief, 8904-14; on the whole there is not much delay in the correspondence with headquarters, the delay generally arises when there is a financial side to the question submitted, 8915-23; the Army Board should give a General the option of attending its meeting when they are dealing with matters affecting his district, 8932-5; one of the greatest defects of the present military system is that it does not inculcate responsibility at an early age and drive it home right through an Officer's career, 8961-8, 8988-92; the regulations are very complicated, but, as a matter of discipline, it is necessary that all should be guided by the same principles throughout, 9070-9.

(b.) *Financial.*

Would be in favour of giving a money allowance in lieu of supplying material in kind for the upkeep of equipment, 8928-38; does not approve of deductions from soldiers' pay, 9060-2.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

The men should be paid by Paymasters, not by Officers commanding, at present undue demands are made upon Company Officers by the detailed work on accounts, 9049-52, 9067-9.

3. CONTRACTS.

(a.) *Existing System.*

Generals should have the deciding voice in the formation of the list of approved contractors, 8776-82.

5. DECENTRALISATION.

(a.) *Local Audit.*

Is in favour of transferring to Dublin a section of the Accountant-General's Department to conduct the audit there under a local auditor; it would be very valuable to have the staff interchangeable with the staff at the War Office, 8814-61, 8958-60.

(c.) *Delegation of Control to Military Districts.*

The greatest possible powers, in regard to transfers, &c. should be given to Generals commanding Army Corps in their own commands, 8862-72; if all the necessary information were centred in the home battalion the drafts could be arranged in the districts; this would be an advantage, as it would place more responsibility on the Generals, 8873-99; subject to inspection and annual report, and to those communications which are essential for the regulation of the United Kingdom as a whole, the General in command of an Army Corps should have a lump sum voted to cover the expense of running his command in regard to works, stores, &c., and should also have full control and be allowed to undertake those duties and responsibilities which are now carried out by a General commanding an Army Corps in Germany, 8936-50, 8973-4, 9017-42; the effects of the recommendations of the Decentralisation Committee are satisfactory, but decentralisation on much broader and more direct lines is really required, 8980, 8993-4; the time of Staff Officers is largely taken up with administrative work which has no direct relation to the training of the Army for war; would prefer to have the duties divided on the German system, 8982-7, 9010, 9011; would give the Commander of the Forces in Ireland, and the Generals commanding Army Corps, greater powers in regard to the purchase of land; the Commanding Royal Engineer in Ireland should have additional staff to enable him to settle all financial points in regard to land, 8754-64; would give Generals fuller powers in regard to the Works Votes; they should have full power over all savings, 8765-75; would like to see the limit under which a General can authorise local purchases of stores raised to 100l., 8812-4; Generals should have the power to write off up to the limit of 5l. in the case of cash, and 50l. in the case of stores, 8839-43; would like to see a system introduced under which 200l. or 300l. should be placed absolutely at the disposal of the General of a district to meet small exceptional services, 8924-31; the full financial administration of an Army Corps district could, subject to the requirements of Parliament be carried out by the General in Command, 8951-7; Generals Commanding should have full power to deal with everything connected with contracts up to 2,000l., 8776-82.

MR. C. HARRIS.

2. FINANCIAL CONTROL AND AUDIT.

(b.) *Internal Financial Control.*

Details of the proceedings of the Committee on Ordnance Factories Accounts, which recommended that individual piece-work, as distinct from gang piece-work, should be introduced in the Ordnance factories wherever possible, 9227-62; one of the duties of the Local Auditor is to compare factory prices year by year, and factory prices with outside trade prices, 9253; neither the record of materials nor the wages account of the Building Works Department can be trusted as records of minor matters, 9265-82; details of the procedure adopted in the quarterly stock-takings; they are sometimes omitted, when that happens it is found that prices differ from the correct standards, 9283-304; details of the system employed for estimating the cost of piece-work in the factories; the system affords an opportunity of discovering that there is a definite return for the expenditure of a definite sum of money in a Government establishment; without some guarantee of that sort there is considerable danger that there may be little return for expenditure, 9305-57; doubts very much whether the adoption of day-work would lead to simplification in the accounts, 9325; the present form of account is due to the requirements of Parliament, it is also the only machinery by which anybody at Woolwich can be held responsible for what he does, 9327-42.

COLONEL F. S. ROBB.

1.—CONDUCT OF BUSINESS IN THE WAR OFFICE.

(b.) *Financial.*

There would be no advantage in putting a section of the Accountant-General's Branch on the Military side of the office; is perfectly satisfied with the present arrangement under which the work is carried out as between himself and the Finance side, 9596-602, 9611.

4.—CLERICAL ESTABLISHMENT.

(a.) *Present Number, Status, and Division of Duties.*

Is strongly opposed to there being any First Division Clerks in his branch, can keep up the continuity of office procedure perfectly well with Second Division Clerks, 9378, 9379, 9510; his branch is very much understaffed, and it is at present hopelessly disorganised, 9381, 9430, 9431, 9464-505, 9518-49; his branch should be divided into sections, the Military being placed under an officer, and restricted entirely to returns, &c., the papers on organisation, administration, and personal matters being allotted to the Civil clerks, 9381-3, 9430, 9431, 9575, 9580-85.

(b.)—*Substitution of Military for trained Civilian Staff.*

Would not employ military clerks on anything except very technical work of a non-confidential nature, 9377, 9378, 9380, 9507, 9508; would prefer to have an officer in charge of his branch rather than a Higher Division Clerk, 9379, 9410; sees no difficulty in working with mixed classes, 9381.

5. DECENTRALISATION.

(c.) *Delegation of Control to Military Districts.*

In the interests of India and the foreign stations, it is essential to retain control of the drafts at headquarters, to decentralise the work among the Army Corps would lead to complications and very much increase correspondence, 9363-73, 9384, 9454-63, 9550-68; details of various matters now dealt with by the division of the Adjutant-General's Department known as A.G. 1, which might be decentralised and left to the districts to settle, 9385-453, 9592-5; if any big scheme of decentralisation is adopted, uniformity cannot be expected, 9602-5.

COLONEL A. M. DELAVOYE.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

The division of the education of the Army, officers under the Military Secretary, and men under the Adjutant-General, is not a good thing, 9663-6, 9675, 9707, 9708, 9776; the incidence of responsibility has been changed since the abolition of the office of Director-General of Education, 9657, 9682, 9687-91, 9725; candidates

Colonel A. M. DELAVOYE—*continued*.

coming into the Army through the Militia are badly up in the subjects of general education, 9737; in regard to the authority exercised by his department over the training of officers, the present arrangement of business is quite satisfactory, but the promotion examinations might be a little less cumbersome; the reappointment of a Director-General would be of no value in reference to the dispatch of business, 9731, 9732, 9741-3; has nothing to suggest in the direction of obtaining more power or responsibility or authority in regard to the education of the Army, 9761, 9762; owing to the lack of accommodation in the Military Colleges, will have, in future, to take more officers from the Militia than ought to be the case, 9763-8; the educational standard of the cadets who pass into the colleges is very good indeed, 9769-72; the course at Sandhurst should be extended to 18 months, 9775.

4. CLERICAL ESTABLISHMENT.

(b.) *Substitution of Military for trained Civilian Staff.*

Military clerks are not generally satisfactory, 9693-701.

LIEUTENANT-COLONEL J. S. COWANS.

1. CONDUCT OF BUSINESS IN THE WAR OFFICE.

(a.) *Administrative.*

On the whole the Registry distributes the correspondence without undue delay and to the right department, 9872-6.

Lieutenant-Colonel J. S. COWANS—*continued*.

(b.) *Financial.*

His branch administers the Transport Vote, but they have to apply to the Financial Branch to see how the Vote stands at any particular moment, 9798-804, 9841-62; there would be no advantage in bringing the accounts part of the work connected with the Transport Vote in closer connection with his branch than it is at present, 9861, 9862, 9871, 9880.

4. CLERICAL ESTABLISHMENT.

(a.) *Present Numbers, Status, and Division of Duties.*

Thinks he ought to have some one at the head of his branch; a capable staff clerk would be ample; a First Division Clerk would be rather wasted, 9809-12, 9815, 9877-79.

(b.) *Substitution of Military for trained Civilian Staff.*

Is in favour of the Civil clerk; the work of his branch is infinitely better done by Civil than it would be by Military clerks, 9806, 9866-70.

5. DECENTRALISATION.

(c.) *Delegation of Control to Military Districts.*

It would not be possible to decentralise the work of embarkation and conveyance of stores and place it under the Generals in the districts, 9783-7; the work in connection with the drafts could not be more decentralised than it is at present, 9819-32.

HEADINGS UNDER WHICH THE INDEX IS ARRANGED.

Accounts, General.	Losses.
Adjutant-General's Meetings.	Middlemen.
Army Board.	Military Education.
Army Corps.	Military Staff, Establishments, and Departments.
Audit of Accounts.	Naval Contracts.
Balances.	Ordnance Committee.
Barracks and Buildings.	Ordnance Factories.
Bills.	Ordnance Workshops.
Buyers.	Pay and Allowances.
Buying in default.	Pay Department.
Canteens.	Penalties.
Civil Staff, Establishments, and Departments.	Printing and Stationery.
Contracts. (<i>See also</i> "Director of Contracts," "Purchases," and "Tenders.")	Purchases.
Contractors (<i>See also</i> Middlemen.)	Registry.
Correspondence.	Regulations.
Decentralisation. (<i>See also</i> "Army Corps," "Contracts," "Local Audit," &c.)	Rifle Ranges.
Delays (Contracts).	Specifications.
Director of Contracts, Branch of.	Stock-taking.
Drafts.	Stores.
Estimates.	Sub-letting.
House of Commons.	Supplies.
Inspection.	Tenders.
Lands and Land Agents.	Treasury.
Loans.	Votes.
Local Audit.	Works.

INDEX.

ACCOUNTS, GENERAL:

The payments for reservists and pensioners form the principal part of the work of the Pay Offices at the present time in England (*Col. Drage*), 3469-95.

The Paymaster issues money on imprests which are cleared by accounts rendered at the end of each month, 3496-3511, 3528-33, 3602-10.

The Station Paymaster is limited to the payment of troops; if he is District Paymaster as well he pays other miscellaneous services, 3530-43, 3647-86.

Officers have the option of drawing their pay and allowances through the Agents or the Paymaster, 3544.

The examination of travelling claims gives a great deal of trouble, 3613-23.

Questions of local allowances do not give much trouble at home, 3624-6.

There are no means by which work on travelling claims could be reduced, 3627.

War Office observations are not tending to increase, 3711-17.

The time that elapses between the rendering of an account and the receipt of the War Office observations is nothing like what it used to be, 3720.

Has made as many as 150 observations on a single company pay list, 3717-25.

The clothing compensation account is a terribly complicated business, 3726-35.

Does not think it would answer in a big district like Ireland to reduce the paying centres and to disburse from Dublin, 3688-90.

One-eighth of the company pay lists and one-sixth of the district and direct charges are audited each month at the War Office (*Mr. Wight*), 3899, 3906-8, 3912-4.

Does not detect a great many errors in examining the Paymaster's accounts, 3909, 3938-41.

Mistakes in classification are very often numerous, 3915-7, 3961-5.

In order to lessen the work of classification has endeavoured to get some of the headings of the estimates amalgamated, 3916-9.

Officers rarely avail themselves of the option of drawing their pay through the Paymaster, 3920, 3927.

Agents' accounts are always very thoroughly examined, they are carelessly rendered, 3922-30.

To prevent overcharges the Paymaster might pay an officer by sending a cheque or money order to the Army Agent, 3928-37, 3941.

Company Officers are frequently quite inexperienced in financial matters, the colour-sergeant in many cases is also a man of no experience, 3943-8.

Would not regard as satisfactory a general certificate in lieu of the seven-eighths of the company accounts which are not examined, 3966-4000, 4040-2.

It is a distinct economy that the Paymaster audits the regimental accounts, 4004.

The errors in the company pay lists audited by the Paymaster are often very numerous, 4020, 4021.

Would not accept certificates from Paymasters in lieu of duplicate pay lists (*Sir R. Knox*), 4213-27.

Many of the certificates at present required for allowances, as well as for stores, are very unsatisfactory (*Maj.-Gen. Swaine*), 7675-717.

Station Paymasters should pay district charges, 7730-5.

Does not like the stores accounts nor the principles upon which they are kept (*Sir R. Buller*), 8036.

The General should be responsible for the money spent within his district; the accuracy of the accounts should be enforced as a matter of

ACCOUNTS, GENERAL—cont.

discipline, 7986-8011, 8073-5, 8110-22, 8148-62, 8168, 8188-94, 8202-18, 8244-54.

The money recovered by way of disallowances is not worth the great distrust and friction it causes, 7989, 8006, 8052, 8059.

His panacea all through for the simplification of accounts is a more direct responsibility for expenditure, 8038, 8109, 8148.

Would place the accounts under the Military and leave the audit to the civil branches, 8176, 8177, 8194.

It is necessary that officers should be charged with paying their men and with the company accounts (*Sir W. Butler*), 8375-7.

The present complication of the company accounts takes up too much of the Officers' time and injures their Military efficiency (*Sir T. Fraser*), 8539-60, 8709-11.

The men should be paid by Paymasters, not by Officers Commanding Companies (*H.R.H. The Duke of Connaught*), 9049-52, 9067-9.

ADJUTANT-GENERAL'S MEETINGS:

It would be an advantage to have a weekly meeting somewhat analogous to the old Adjutant-General's meeting (*Sir Evelyn Wood*), 5520-56.

Is in favour of the institution of a Board of Officers, something analogous to the Adjutant-General's meeting, which should meet at stated intervals (*Sir R. Harrison*), 5636-57, 5894-5908, 5928-30.

The Adjutant-General's meetings considered proposals from the heads of departments (*Sir R. Buller*), 8231-9.

ARMY BOARD:

The Army Board has been invaluable for the purposes of the War (*Sir H. Brackenbury*), 5474.

It would be very useful if the Army Board met regularly and at stated intervals (*Lieut.-Gen. Sir C. M. Clarke*), 6795-6816.

It would be of the greatest possible advantage if the Army Board reverted to its original plan, and also met at stated intervals (*Sir R. Knox*), 5225-73, 5284-6.

The Army Board is a useful institution; it would be better if it met at stated intervals (*Mr. Marziale*), 7291-4.

Would deprecate the Army Board sitting without the Commander-in-Chief (*Sir Evelyn Wood*), 5548-50.

The Army Board at present is not a sufficient machine for centralising all Military proposals and for keeping a general purview over expenditure (*Sir C. Grove*), 6867, 6882, 6883, 6962.

When the Army Board has to decide upon questions affecting a district, the General Officer Commanding should be given an opportunity of expressing his views personally upon the subject (*Sir F. Maurice*) 7438-43.

Unless the Military heads of departments in the War Office are allowed to consider in concert all Military proposals before they go to the Secretary of State, there will be failure to obtain proper co-ordination (*Sir R. Buller*), 8172-3, 8219-39.

The Army Board should be set up somewhat on the lines of the Adjutant-General's meetings, and should hold its meetings at fixed periods, 8231-9.

The Army Board should give a General the option of attending its meeting when his district is under discussion (*H.R.H. The Duke of Connaught*), 8932-5.

ARMY CORPS:

If the Army Corps districts are to be self-contained and autonomous, it will be necessary to furnish each with complete facilities for the various courses of instruction and drill (*Sir F. Maurice*), 7368-77.

ARMY CORPS—*cont.*

If Army Corps are established, it will be necessary, in order to provide drafts for foreign service to have Army Corps at home fitting to Army Corps abroad, 7378-93.

If the suggested six Military districts are to be effective, they must be treated very much on the German plan (*Maj.-Gen. Swaine*), 7776-843.

It would be quite within the power of the Staff already existing to administer the six Army Corps (*Sir R. Buller*), 8158-62.

The full financial administration of an Army Corps should be carried out by the General in command (*H.B.H. The Duke of Connaught*), 8951-7.

AUDIT OF ACCOUNTS :

The system of examination now carried out is absolutely necessary in the public interest (*Sir R. Knox*), 4126, 4127, 4206.

The examination of one-eighth of the company and one-sixth of the district accounts is sufficient and satisfactory, 4111-3, 4173.

The present system under which the Paymaster acts as cashier and auditor works very satisfactorily, 4111-3, 4128-30, 4199, 4200.

Audit is strengthened very much by coming as quickly as possible after the financial transactions are completed, 4079.

A Paymaster's audit should not be accepted as final under any circumstances, 4164-6.

The payment of Officers direct from the War Office, or through the company accounts, would entail additional work without any corresponding advantage, 4228-36.

The addition of Officers to hold the position of cashiers simply would increase the number of officials without increasing the efficiency of check, 4209.

The combination of functions of cashier and principal auditor is not an unreasonable one with audit of the War Office behind it (*Mr. Marzials*), 3319.

The old system under which the Paymaster lay outside the War Office, and the War Office audit was complete, was the best system of audit, 3321.

Audit at the War Office means an examination to see if expenditure is according to regulation, 3414.

To centralise all audit at the War Office would mean an overgrown department at headquarters, 3426-35.

Before putting into force a regulation affecting Paymaster's work, would consult Quartermaster General and probably some Paymasters, 3854-5.

The present audit of Volunteer, Yeomanry, and Army Reserve charges should be continued, 3860-70.

The audit in regard to the Non-Effective Account and payments to pensioners might be reduced, 3874-80, 3887-92.

The audit and administrative functions of the Accountant-General's Branch could be separated, but it would be at some cost and loss of efficiency, 3789-94.

If the audit were transferred to the Auditor-General, the power of exercising judgment on the expenditure would be restricted within a very much smaller limit, 7265.

The company pay lists are completely audited in the Pay Office (*Col. Drage*), 3512-25, 3739, 3740.

All payments made by District Paymasters are audited at the War Office, 3551.

Under the present system the test audit of one-eighth of the company accounts is sufficient (*Mr. Wight*), 3949.

The Paymaster's audit of accounts is, in theory, complete, 3957.

To remove all audit from the Paymasters, and centralise it at the War Office, would be a bad system, 4032.

The present system of audit works as well as any such system ever can work in time of war, 4033.

Would do away with the present audit carried out in the Inspector-General of Fortifications' Office by the Accountant-General (*Sir R. Harrison*), 5721-67, 5909-17.

The existing audit of the Works Branch is practically illusory (*Mr. Bull*), 5965-6033.

AUDIT OF ACCOUNTS—*cont.*

Instances in which certificates in reference to work, &c., are demonstrated to be worthless are frequent enough to throw grave suspicion on the value of the whole system under which they are rendered, 6066-154.

War Office audit should be dropped altogether; the audit should be done only by the Auditor-General (*Sir C. Grove*), 6988, 7071.

In lieu of the numerous certificates now required on travelling and other claims, would accept the examination of the Paymaster, subject to audit (*Sir R. Buller*), 8050-64.

The Finance Department of the War Office should be an audit, not an Accountant Department, and its decisions should be enforced through a Military department, 8120.

The War Office audit is not an audit at all, it is a computation, 7995, 8005, 8117.

BALANCES :

It would be an immense advantage if unexpended sums could be re-voted and given for use in the succeeding year, instead of being returned as unexpended balances (*Sir H. Brackenbury*), 5389-08.

Unexpended balances on any year's Vote should be carried to a suspense account (*Col. C. H. Bagot*), 6572-6628, 6668-83.

In order to alter the present system and to avoid hurried expenditure at the end of the financial year, it would be necessary to obtain a general Act providing that unexpended balances should remain to the credit of the Department for which they were authorised (*Mr. Chalmers*), 3163-83.

With regard to company balances, has never known any practical difficulty arise from an Officer Commanding keeping the private and public company funds in one banking account (*Mr. Marzials*), 3856-9.

The Paymaster has nothing to do with the balance sheet of the company, unless it shows that public money is being used for private regimental purposes (*Col. Drage*), 3554-66.

It would not be convenient for a company to keep separate accounts for its regimental and for its private funds, 3567-9, 3584, 3593, 3595, 3752-67.

The company officer is allowed to have a balance of only 10l. of public money, 3577-9, 3592, 3611, 3612.

Company balance sheets are scrutinised in order to see that the company officer is not using public money to finance the different regimental funds (*Mr. Wight*), 3901-4, 3950-60.

BARRACKS AND BUILDINGS :

It would be a very good thing to relieve the Inspector-General of Fortifications of the bulk of his purely civilian building work, and place it under the Office of Works (*Mr. Fleetwood Wilson*), 4905-18.

The power of deciding on the merits of all sites and buildings should rest with headquarters, General Officers Commanding are not best fitted to be vested with uncontrolled power of committing the War Department in regard to permanent barrack schemes (*Col. C. M. Watson*), 6166-72, 6193, 6314-58, 6496-507, 6528-37.

Barrack buildings could not be transferred to the Office of Works, 6450.

Except for very small matters, questions of sites should be settled at headquarters (*Lieut.-Gen. Sir C. M. Clarke*), 6770-6.

Army Service Corps Officers could not be charged with the maintenance of barracks, 6817.

Barracks work could not be done more economically by civil agents (*Sir R. Harrison*), 5865-81.

Small minor matters in regard to buildings and sites might be left to General Officers, but all larger questions must come to headquarters for decision (*Col. Skinner*), 7077-95, 7213-9.

There is an advantage in the present system under which the Quartermaster-General has to be consulted in regard to all site plans, 7096-169.

The precise position of the Quartermaster-General and the Inspector-General of Fortifications in regard to sites and buildings might, with advantage, be more clearly defined, 7175-95, 7204-12.

BARRACKS AND BUILDINGS—cont.

The appropriation of quarters in a barrack should be within the discretion of the General Officer Commanding, without reference to the Quartermaster-General (*Maj.-Gen. Swaine*), 7718-29.

Would take the barrack branch from Inspector-General of Fortifications and put it entirely under the Quartermaster-General, 7898-900, 7956-61.

For lesser building works all responsibility should be centralised in the districts, and for larger works in the central office (*Sir R. Buller*), 8146-7. Every building should be a lump sum vote, 8020-7, 8124-32.

It would be possible to give a General a lump sum for the maintenance of buildings in his district (*Maj.-Gen. Sir T. Fraser*), 8670-5.

BILLS:

It would save work and result in economy if the contract bills were audited in the Contract Branch (*Mr. A. Major*), 241-248.

Would not agree to the audit of bills being carried out in the Contracts Branch (*Sir R. Knox*), 2393.

Would leave the professional checking of bills entirely to stations; would have inspections and occasional test audit (*Col. C. M. Watson*), 6367-408.

If the Accountant-General took over the examination of the works bills he would have to duplicate the staff of the Inspector-General of Fortifications, 6447-9.

Details of the method of auditing contractors' bills (*Mr. Marriale*), 3311, 3332-43.

Local auditors could send to headquarters daily or weekly tabular statements showing how their bills were going, but it might still be a convenience for large sums for bills to be paid from the War Office, 3344-53, 3551.

The proposal that the Contracts Branch should examine their own bills is not a sound one, 3893.

The Paymaster is the officer who is responsible for seeing that the claim of a contractor is in accordance with the contract, 3826-47.

Checks all bills before paying them; finds a good many of them wrong (*Col. Drage*), 3645-52.

During the 12 or 13 years he has been at Woolwich no wrong amounts have been paid on bills (*Mr. La Brooy*), 4689-98, 4715.

Contractors' bills of 100l. and upwards now sent to the War Office, should be paid by the district Paymaster (*Maj.-Gen. Swaine*), 7747-51.

BUYERS:

The maintenance of the Director of Contracts as buyer for all is a most useful check upon all consuming departments (*Mr. A. Major*), 253-6, 278.

The practice followed by the Director of Contracts as a buyer is analogous to that adopted by great firms, 282-4, 342.

If a buyer were established in the factories, his procedure would be exactly the same as that now followed by the Director of Contracts, 256-61.

If the Buying Branch were placed under him as well as the Inspecting Branch, there would be no more danger of collusion with manufacturers than there is at present (*Sir H. Brackenbury*), 482, 483.

Finds the Director of Contracts the most convenient buyer for the supplies he requires (*Sir C. M. Clarke*), 1464-77.

BUYING IN DEFAULT:

If goods are not delivered in time, the Director of Contracts buys in default (*Mr. A. Major*), 51.

The present system of buying in default is a farce (*Sir H. Brackenbury*), 398.

Some things cannot be bought in default, they are not trade articles (*Mr. Fleetwood Wilson*), 1589.

Has purchased in default, but it is always a difficult process (*Col. Bainbridge*), 4360.

CANTEENS:

Canteens should be under Civil managers or retired officers (*Sir T. Fraser*), 8580-90.

CIVIL STAFF ESTABLISHMENTS AND DEPARTMENTS:

The Contracts Branch is understaffed (*Mr. A. Major*), 39, 231, 249, 2963-73.

There should be a Military Under Secretary of State over all the administrative and supply services (*Sir H. Brackenbury*), 5416-85.

Would replace all the Civil staff in his Branch by Military clerks; it is not desirable to have the classes mixed, 5294-7, 5370.

The continuity of his office does not suffer from having no Higher Division Clerks, 5301-10.

In Branches where continuity and secrecy are necessary is in favour of the employment of the Civil rather than the Military clerk (*Lieut.-Gen. Sir C. M. Clarke*), 6830-7, 6840-4, 6855-9.

When at Pimlico would gladly have taken over his own contract work with a small addition to the staff (*Mr. Fleetwood Wilson*), 1625, 1651.

The responsibility for the efficiency of the Civil staff of the War Office rests with the Permanent Under Secretary, 4846-60.

Is not satisfied with the present working of the War Office, 4854.

There should be a Chief Clerk and Registrar who should be the immediate head of all the Central Branches; he should supervise and improve the correspondence emanating from the War Office, 4785-7, 4795, 4873.

The Central Branches should be placed entirely under the control of the Assistant Under Secretary of State, 4788, 4837.

It would be impossible for the Assistant Under Secretary of State to act as Chief Clerk and Registrar with any success, 4792-4.

Would get rid of clerks in their first year's service who did not promise to develop into efficient public servants, 4839, 4928-35.

It would be a great advantage to have a Central Branch where young men, on joining the Office, could be educated in a good tone of clerical work, 4924-7.

The clerical work of the War Office would be better done by fewer people, provided the general average standard was raised, 4866.

The Contracts Branch has never been properly staffed during the 18 years he has been in it (*Mr. Perry*), 1998.

Supervision of the drafting of letters would be quite outside the functions of the head of the Registry (*Sir R. Knox*), 5089-94.

In favour of the institution of a Board consisting of the Deputy Chiefs of the War Office, 5274-53.

The Ridley scale should be adopted for the Higher Division, 5169-79.

The establishment of the Higher Division is between 50 and 60, 5172.

There should be a Higher Division Clerk as head and another as his deputy in all large subdivisions, 5173.

It is desirable that there should be in the actual formation of the financial policy of the War Office a distinct Branch more permanent in its personnel than the Military Branches (*Mr. Marriale*), 3795-811, 3817-20.

The focussing of opinions upon questions which the Army Board, War Office Council, or Secretary of State has to decide should be effected by the Central Department, 7313-5.

The Finance Department should not be under the Military Department, 7263, 7316-34.

It would be a great mistake to have letters drafted or criticised in the Registry, 7285-6.

If he made contracts would want an addition to his staff (*Col. Bainbridge*), 4527-9.

There is dissatisfaction among the civilian clerks of the Second Division in his department; they feel, when they get to the Military side, that they will get no more promotion (*Sir Evelyn Wood*), 5518, 5519.

The staff of his department is inadequate to carry out the duties properly, 5504, 5505, 5566.

The Surveyor at headquarters should be attached to the Accountant-General's Department; would have more confidence in surveyors serving under the Accountant-General (*Mr. Bull*), 6034-44, 6062-4, 6132, 6153, 6154.

The Civil side of the War Office is too much mixed up with pure administration (*Sir C. Grove*), 6976-9, 7008, 7009.

The concentration of financial control in the Civil Branch permits that Branch to spread itself

CIVIL STAFF ESTABLISHMENTS AND DEPARTMENTS—*cont.*

over Military questions of all kinds, 6980-6, 7010, 7051.

There would be no advantage in putting a section of the Accountant-General's Branch on the Military side of War Office (*Col. Robb*), 9596-602, 9611.

Is strongly opposed to there being any Higher Division Clerks in his Branch, 9378-9, 9510.

There would be no advantage in bringing the accounts part of the work connected with the Transport Vote in closer connection with his Branch than it is at present (*Lieut.-Col. Cowans*), 9798-804, 9841-62, 9871, 9880.

CONTRACTS. (*See also* "Director of Contracts," "Purchases," and "Tenders.")

The majority of district contracts are correct (*Mr. Major*), 111-113, 326.

Price is not necessarily the governing consideration in regard to placing contracts; time of delivery and other things are taken into account, 156-172.

The system now followed in the distribution of business in regard to contracts works well; no part of the work could be transferred to the districts with any advantage to the public service, 233-7.

The system of making contracts at out-stations occasionally results in a loss, 332.

The existing system of contracts might with advantage be improved; the Director-General of Ordnance should make his own contracts (*Sir H. Brackenbury*), 364-83.

The officer responsible for supply should have the power of dealing with that supply himself, in every step of it from first to last, 2592, 2620-2.

A General Officer Commanding can make a contract for 2,000*l.*, but the Director General of Ordnance has no such power, 2625.

The making of contracts for stores could not be transferred in any way or to any extent to the districts, 2642.

The present system of contracts causes the efficiency of the Service to suffer owing to delays (*Col. J. Stevens*), 495-8, 552-63, 593, 684-7, 708, 727-9, 734-6, 769.

The chief supplying departments should make their own contracts, 514, 549, 793.

Further contracts, sometimes at higher prices, are frequently given to contractors when they have already unfinished contracts in hand, 552-61, 698.

The fact that he is not invariably informed of the steps taken by the Director of Contracts is a source of much difficulty, 696.

Could carry out his portion of the contract work with a moderate addition to his staff, 658, 659, 712.

Both the Inspecting Officer and himself should be consulted in the allocation of contracts (*Col. Mulcahy*), 824-35, 908, 915, 942.

Reenders to the Director of Contracts periodically a statement of the whole condition of the contracts, 917-9.

Does not think the contracts could be arranged more quickly by allowing him to make purchases under the Director General of Ordnance, 837-40, 903-7.

A General Officer Commanding has power to sanction locally contracts up to 50*l.* for stores and 2,000*l.* for buildings; the limit of 50*l.* is too low, would make it 2,000*l.* in both cases (*Col. C. M. Watson*), 944-76, 1043-44, 1167, 1179-93.

Abroad the General Officer Commanding deals with all contracts, 951, 1207.

All contracts made locally are sent to the Inspector-General of Fortifications for review, 1039, 1102, 1207.

It would be a rare thing for the Director of Contracts to reject a contract selected by the Inspector-General of Fortifications, 1093, 1094.

Work should always be performed by contract where possible, 1111, 1112.

The Inspector-General of Fortifications can make contracts for ordinary stores up to 50*l.*, and for iron stores up to 100*l.*, 951, 1210.

Even if all contract work were transferred to his Branch, important contracts should still go to the Secretary of State, 1176.

CONTRACTS—*cont.*

Practically all contracts for fortification works go to the Director of Contracts for approval (*Col. G. Hildebrand*), 1269-70.

Contracts for local supplies are in the hands of General Officers; such contracts are subject to revision of Director of Contracts (*Lieut.-Gen. Sir C. M. Clarke*), 1393-1402, 1417-9.

Except in the case of operations outside the country, the Quartermaster-General makes practically no contracts for supplies, 1431-51.

The subsequent review of contracts for supplies by the Director of Contracts safeguards the public interests, 1481, 1525.

Would give Generals as much power as possible in the making of contracts, 1494-6, 1516, 1523.

The local system for meat and forage contracts is attended with good results, 1497-1505, 1519.

If the present system for contract work were altered it would be necessary to supply the Quartermaster-General, the Inspector-General of Fortifications, and the Director General of Ordnance, with a separate contract staff, 1427-9, 1478, 1527.

His Supply Branch at Woolwich would be quite competent to make its own contracts for supplies with the aid of a little clerical assistance, 1486.

Details of procedure by which clothing contracts were arranged at Pimlico (*Mr. Fleetwood Wilson*), 1550-8, 1510-2, 1614.

All clothing contracts are time contracts, 1576-9.

If the Supply Departments placed their own contracts there would be greater security that the stores would be available for the troops when wanted, 1632.

The duty of seeing a contract carried out should rest on the Receiving Department as soon as the contract is made (*Lord Haliburton*), 2123.

The present contract system is a valuable one (*Sir R. Knox*), 2266, 2267.

The War Office contract system has worked admirably for 45 years, and any large variation from it would be very unwise, 2335.

The War Office must have a contract policy, this would not exist if each department bought for itself, 2273.

Five orders were recently given to the trade for carriages; if they could have been placed in the Arsenal there would have been a saving of 411,000*l.* (*Sir G. Clarke*), 2489.

Contracts should be made by the Contract Store Branch of the Arsenal, with a Central Reviewing Department in London, 2493-2500.

Triennial contracts are made in all districts for all minor repairs and small new works up to 400*l.* (*Col. C. H. Bagot*), 2651.

The schedules of prices upon which triennial contracts are based are revised at headquarters, 2654-6, 2748-52.

Generals advertise for tenders upon the scheduled prices, and report upon the men tendering, 2658-66.

The Director of Contracts and the Inspector-General of Fortifications settle which triennial contracts are to be accepted; no difficulty about this as a rule, 2667-72, 2701-3.

Finds no difficulty or delay at headquarters in arranging the triennial contracts, 2673-6.

Has had no questions raised by Generals as to size of triennial contract districts, 2677-89.

As between his department, the Generals, and the Director of Contracts, the triennial system works perfectly well, 2705.

Would always refer to a General Officer Commanding before making any important changes in the schedules of prices on which triennial contracts are based, 2756-7, 2762.

The District Paymaster makes payments for small contracts for sums under 100*l.* (*Col. Drage*), 3527, 3548-53.

Before paying a claim under contracts, requires a certificate from the Army Service Corps officer that it is in accordance with the terms of the contract, 3641-4.

When things are wanted in a hurry applications are sometimes made that the contracts be given to certain firms (*Col. Bainbridge*), 4295, 4496.

In order to avoid delay accepts the ruling of the Director of Contracts; 2,646 contracts made for him in 1899-1900, 4284-7, 4323-8.

CONTRACTS—*cont.*

There is no general co-operation between his department and that of the Director of Contracts in the compilation of the list of contractors, 4305-22, 4532.

If making of contracts were left with the Factory, would issue tenders to only those firms whom he knew would supply, 4329-40, 4361, 4482-9.

If contracts were left with him it would require skilful and careful management to obviate charges of making monopolies, 4373-4.

If the tenders were left with him would get contracts placed in less than the present average time of one month, 4331, 4482-8.

If he says he wants a particular machine the Director of Contracts places the order with the firm he mentions (*Mr. Donaldson*), 4549, 4550, 4593.

In cases of urgency has purchased things direct, and then applied to the Director of Contracts for covering authority (*Mr. La Brooy*), 4627-9.

If the factories were allowed to purchase direct up to 250*l.*, instead of 25*l.*, there would be about a week saved in each case; it would dispense with about three-fourths of the present references to the Director of Contracts, 4675-80, 4728, 4729, 4740-50.

Contracts should not be given to unsatisfactory contractors, the Inspector-General of Fortifications should have the deciding voice in all works contracts (*Sir R. Harrison*), 5918-20.

Would give General Officers power to make contracts up to 4,000*l.* or 5,000*l.*, 5674-5720.

The Inspector-General of Fortifications should be at liberty to make his own contracts without any reference and without an intermediary or agent in the person of a Director of Contracts, 5863-73.

Generals should have a very large share in settling the composition of the list of approved contractors, and a freer hand in regard to contracts generally (*Maj.-Gen. Swaine*), 7650-74.

All contracts should be thrown open to the whole of the general public by advertisement (*Sir W. Butler*), 8300-2.

The G.O.C. should have a leading voice in the placing of contracts, 8305.

Would like to have the present limit of a General's power in settling contracts extended from 2,000*l.* to 5,000*l.*, 8292, 8441.

The final decision in regard to placing a contract ought to rest with the General (*Sir T. Fraser*), 8658-69, 8718-33.

Generals should have full power to deal with everything connected with contracts up to 2,000*l.*; they should also have the deciding voice in the list of approved contractors (*H.R.H. the Duke of Connaught*), 8776-82.

CONTRACTORS. (*See also "Middlemen."*)

When inspected, contractors give full information to representative of Secretary of State (*Mr. A. Major*), 25.

The selection of firms is, as a general rule, made by the Director of Contracts, 123-6, 145-52.

Has no difficulty in normal times in getting an adequate supply of contractors to tender, 154.

Thinks, as a general rule, that contractors do not consult with each other as to the prices to be put in, 175-80.

Before putting new firms on the list makes inquiries as to their financial position, &c., 2780-2.

Contractors have responded well to the demands of the War Office during the war, 2914.

Advantages would result from his being brought more into direct communication with the contractors (*Col. J. Stevens*), 739.

Contracts are given to firms who are unable to carry them out, 893-4, 798-809.

If he dealt with the contractors himself he could make them more punctual (*Col. F. E. Mulcahy*), 842, 869, 908.

At the end of every contract a completion report is rendered stating how a contractor has done his work (*Col. C. M. Watson*), 977-80, 1201.

Some contractors are reckless and some very careful in regard to time, 1015-7.

Thinks interviews between contractors and the Director of Contracts most undesirable (*Col. Hildebrand*), 1370.

CONTRACTORS—*cont.*

Every assistance was given at Pimlico to contractors (*Mr. Fleetwood Wilson*), 1559.

The system of "nursing" firms to enlarge the areas of supply presents considerable risk, 1557, 1612.

There is a tendency with contractors to take contracts beyond their powers, 1568-70, 1580, 1633-9.

Believes that during the recent period of strain most of the contractors have done their best to supply everything that has been wanted by the State (*Sir R. Knox*), 2428.

Has constantly had complaints in Ireland, but not in England, through contractors not having competent agents on the spot (*Col. C. H. Bagot*), 2690-700.

Regulations should be issued laying it down as the duty of heads of departments to make inquiries as to the competence of firms before their tenders are accepted (*Sir G. Clarke*), 2464-7.

Protests as a rule against orders being given to firms he knows nothing about (*Col. Bainbridge*), 4342-4.

CORRESPONDENCE:

It would save a great deal of time if all correspondence from contractors on building works were to go direct to the Commanding Royal Engineer (*Col. C. M. Watson*), 1064, 1141-7, 1211.

The whole of the present superfluous correspondence could be done away with if the contract arrangements were kept in the Branch which has to carry out the work (*Col. G. Hildebrand*), 1285-7.

The Drafts of all important letters should be submitted to the Chief Clerk and Registrar for approval and amendment if necessary (*Mr. Fleetwood Wilson*), 4796-814, 4798.

There is no possibility of minimising the correspondence with the Treasury on the subject of pensions (*Mr. Chalmers*), 3061-3, 3267-9.

Local audit would do away with much correspondence in small matters (*Mr. Marzials*), 3376, 3377.

There is not a needless amount of reference to the War Office by Paymasters (*Colonel Drage*), 3670-3.

If local audit were introduced, correspondence with headquarters would be increased (*Mr. Wight*), 4024-9.

There is at the factories a large amount of correspondence over trifling things (*Mr. La Brooy*), 9117-27.

Has frequently to deal with different branches of the War Office on the same question, 9128.

Correspondence between the departments of the War Office is more diffuse than it need be (*Sir R. Harrison*), 5882-93, 5927, 5931-35, 5936-55.

All letters from the Military Department should go out in the name of the Commander-in-Chief (*Sir C. Grove*), 6936-43.

There is too much correspondence at present; a large part of this is in reference to the interpretation of regulations, 6993-7.

The questions that force correspondence on the War Office will obtain nearly as much with the Army Corps as they do now with the districts (*Sir F. Maurice*), 6573, 7354, 7361, 7364-6, 7380, 7540.

The effect of the recommendations of the Decentralisation Committee of 1898 has been to reduce correspondence between the War Office and the districts to about one-third of what it was, 7400-1.

There is delay in getting through matters which must be referred to the War Office, 7540-1, 7553, 7560-2.

The source of congested correspondence is to be attributed to the principle of continual check and revision to avoid insignificant mistakes, 7563-7.

The number of returns sent to the War Office from the districts has lately diminished: there is room for further reduction (*Maj.-Gen. Swaine*), 7752-63.

Has no difficulty in getting replies from the War Office, 7848.

CORRESPONDENCE—cont.

The reports and returns now rendered by the districts to the War Office are too voluminous; they are unreliable (*Sir W. Butler*), 8259-81, 8390, 8442-5.

In order to lessen correspondence would give Generals larger powers in regard to forage, &c. (*Sir T. Fraser*), 8593-653, 8698.

Letters from the War Office should be sent out in triplicate (*H.R.H. The Duke of Connaught*), 8783-8.

There is not much delay in the correspondence with headquarters, 8915-23.

DECENTRALISATION. (*See also Army Corps, Contracts, Local Audit, &c.*):

Would only decentralise contracts for small things (*Sir H. Brackenbury*), 381-6.

Even if heads of departments had the right of consultation with the Director of Contracts, decentralisation would still be necessary, 2557-9, 2621, 2622.

Directly decentralisation takes place there will be varieties of rulings (*Mr. Marriale*), 3852.

In order to relieve pressure upon the War Office there should be more independent heads with power to settle questions as they arise (*Sir F. Maurice*), 7454, 7541.

At present has all the power which could be usefully exercised by himself and his officers in the district, 7457-59.

The only matter in regard to which decentralisation can actually take place is in the expenditure of money (*Sir R. Buller*), 8086, 8148.

Details showing how far various suggestions made to the Decentralisation Committee of 1898 could be carried out (*Sir W. Butler*), 8508-15.

In order to perfect decentralisation would give a General entire power and responsibility within his district, except in regard to largely important questions (*Sir T. Fraser*), 8698-708, 8712, 8734-40.

Decentralisation on broader and more direct lines than those recommended by the Decentralisation Committee is required (*H.R.H. The Duke of Connaught*), 8980, 8993-4.

Details of various matters now dealt with by the branch of the Adjutant-General's Department known as A.G. 1, which might be left to the districts to settle (*Col. Robb*), 9385-453, 9592-5.

If any big scheme of decentralisation is adopted, uniformity cannot be expected, 9602-5.

It would not be possible to decentralise the work of embarkation and conveyance of stores and place it under the Generals (*Lieut.-Col. Cowans*), 9783-7.

DELAYS. (Contracts):

When contracts are delayed, inspectors are sent to ascertain the progress made (*Mr. Major*), 18-24, 264, 268.

Contractors usually execute their orders in the time promised, 29-33, 63-8.

Delays in delivery are reported by the purchasing department, 61, 1730.

Has had no complaints of delay between the receipt of requisitions and the placing of contracts, 226, 276.

Details referring to the alleged delay in the provision of tents, 2798-09.

The question of delays, and the impossibility of getting stores, is mixed up with the question of keeping proper reserves, 2798, 2961.

The delay in procuring the stretcher slings was defensible, 2885-905.

There is scarcely anything supplied that is not behind time (*Sir H. Brackenbury*), 401.

Has known of complaints of delay between date of requisition and date of placing contract, 416.

At present contractors tender recklessly as to dates, because there are no penalty clauses worth speaking of, 431, 435.

A great many complaints of delays in delivery have been sent by his department to the Director of Contracts, 455.

There are always long delays in reference to contracts, even in normal times, they are part of the system (*Col. J. Stevens*), 500, 506-17, 564, 565, 569-73, 588, 619-24.

DELAYS—cont.

Has had no glaring instances of delays in getting tenders out (*Col. F. E. Mulcahy*), 520-3.

The contractors are never up to time, 841, 854-60, 891.

Does not think there is any delay in the Contract Branch in dealing with tenders (*Col. C. M. Watson*), 1000, 1001, 1199.

There are complaints about delays in the completion of works, 1014, 1256.

The distance between the Inspector-General of Fortifications and the Contracts Branch leads to delay (*Col. G. Hildebrand*), 1378, 1379.

His department has no complaint to make of the work now done by the Director of Contracts as being an unnecessary cause of delay (*Sir C. M. Clarke*), 1426, 1435, 1436.

It would tend to lessen delays if the Inspector-General of Fortifications were in the same building as the Adjutant-General and the Quartermaster-General, 6846-50.

Used to send very strong protests if contractors were not keeping up to time (*Mr. Fleetwood Wilson*), 1566.

His complaints of contractors being in arrear with their deliveries were incessant, 1575.

There are delays between the sending in of requisitions and the placing of contracts, 1675-9.

If, when at Pimlico, he could have placed his own contracts, it would have saved a great deal of time, 1556, 1623-32.

The only way in which stores can be got satisfactorily, is to have as little delay as possible between the man who is answerable for the provision of stores and the contractors, 1680-8.

The delays which have occurred are not due to faults in the contract system (*Sir B. Knox*), 2336, 2366, 2419.

Any using department suffering from delays should report to the Director of Contracts, and look to him to set the matter right, 2386.

Cases of delay at the Arsenal are of almost daily occurrence in every branch of material supplied (*Sir G. Clarke*), 2346.

Details of three cases in which excessive delays occurred, 2437-47, 2451-60, 2471-9.

The constant communication by Adjutant-General, Inspector-General of Fortifications, and Quartermaster-General leads to delay in business (*Col. C. H. Bagot*), 6636-41.

There is great delay in the delivery of stores (*Col. Bainbridge*), 4347-56.

If the Director of Contracts had on his list only such firms as the Factories recommended, delays would be reduced, 4361.

If he took over the making of contracts it would in many cases quicken matters (*Mr. Donaldson*), 4594-9.

In one year alone as many as 1,500 telegrams were sent to contractors urging on deliveries (*Mr. La Brcy*), 4681-3.

DIRECTOR OF CONTRACTS, BRANCH OF:

The business of his Department is to supply goods on demands made by the various districts and departments (*Mr. A. Major*), 14, 95.

It is proposed to strengthen his Branch by the addition of a staff of experts, 38-43, 338.

It is their duty to know the sources of supply; that duty is better discharged by a central department, 77, 73, 85.

Buys what they are requested to buy; they do not decide upon the necessity for purchase, 129, 130, 240.

As a rule they buy very cheaply, 181, 344.

Their responsibility is at an end directly a contract is made, 203, 272, 1729, 1730.

They never deal with technical questions, though they frequently advise on technical matters, 296.

They buy for other Departments besides the War Office, 357.

The duties of the Director of Contracts are arranged in a general statement of procedure founded upon the Orders in Council, 2789, 3002.

In all the cases cited by the Principal Ordnance Officer the Contracts Branch could have done better than he did, 2794, 2857-84, 2850-67, 2978-80.

DIRECTOR OF CONTRACTS, BRANCH OF—*cont.*

The Contracts Branch never objects to refer contracts to the Branches concerned, it is the practice to do so, 2923, 2943-5, 2946, 2991-06, 3012-23.

One of the most important functions of the Director of Contracts is securing fair competition, 2975.

The Contracts Branch should be broken up, and the allocation of Contracts rest with the Director-General of Ordnance (*Sir H. Brackenbury*), 370, 373, 2549, 2551-4, 2573, 2574, 2613.

The duty of the Director of Contracts is to supply in accordance with requisitions made, 410.

As an alternative to breaking up the Contracts Branch, the Director of Contracts might have Assistant Directors at Woolwich and Pimlico to work in concert with the officers serving under the Director-General of Ordnance, the contracts for ammunition and weapons being still more at headquarters, 2502, 2504, 2560-9, 2574-97, 2621, 2622.

Any matters which the Assistant Directors of Contracts could not settle should be referred to head-quarters, 2503, 2507, 2512, 2623, 2626-37.

Assistant Directors to send reports weekly to head-quarters, 2508.

Assistant Directors to have power to arrange with local officers which tenders should be accepted, and in times of emergency to arrange to purchase outside the system of tender, 2519, 2522-42.

The present system does not work satisfactorily, even in normal times, 2544-7.

The friction between his Department and the Contract Branch has been mostly in reference to stores, 2551-3, 2609-11.

The Director of Contracts should be responsible for stores up to time of delivery, and should not disclaim responsibility directly a contract is made (*Col. J. Steevens*), 651, 652.

It is a disadvantage that the Contracts Branch has no technical knowledge, 688, 741-61.

The Director of Contracts does not recognise the necessity of departing from routine, 772-6.

Would be satisfied if the Contract Department, so far as it deals with providing general stores, were placed under the Director-General of Ordnance, 654-76, 764-71.

Director of Contracts does not attribute sufficient importance to time in the allocation of contracts; he places orders with firms who are already overloaded (*Col. F. L. Mulcahy*), 832, 914.

Director of Contracts objects to his asking contractors what their difficulties are while contracts are being carried out, 861, 870, 895.

The Contracts Branch is not sufficiently in touch with the manufacturers, 887, 931.

Would prefer a system under which his department became the purchaser of all stores he required; it would be an advantage to the State, 901, 902, 932, 937, 938.

For want of technical knowledge the Director of Contracts has to refer tenders to Inspector-General of Fortifications (*Col. C. M. Watson*), 957-73, 1201.

No responsibility rests upon the Director of Contracts either for execution of work or for finance, 1149, 1150, 1153, 1201-4.

The intervention of the Director of Contracts does away partially with the individual responsibility of the Inspector-General of Fortifications, 1217-29, 1251.

The Director of Contracts' functions are, to a certain extent, only those of a Post Office, 1235, 1236, 1257, 1258.

It would make little difference in the Inspector-General of Fortifications Branch if all their contracts work were transferred from the Director of Contracts, 1061-74, 1113, 1114.

His Branch and the General Officer Commanding, have more interest in economy than the Director of Contracts, 1080-2, 1237.

Is dissatisfied with the present system, which does not tend to efficiency, and under which contracts are sometimes placed by the Director of Contracts with men against whom both his branch and the Generals have strong objections (*Col. G. Hildebrand*), 1274-82, 1284, 1290-1305, 1324-49, 1364, 1365.

The Director of Contracts allows tenders to be invited from bad contractors, and when they come in he accepts them, 1341, 1342.

DIRECTOR OF CONTRACTS, BRANCH OF—*cont.*

Good work has been done abroad where the Director of Contracts has nothing to do with contractors, 1364.

Has no complaints to make of the present system under which the contracts work is carried out (*Lieut.-Gen. Sir C. M. Clarke*), 1440, 1441, 1489-90.

In a purely contracts department there is a tendency to think of nothing but the contracts side of business (*Mr. Fleetwood Wilson*), 1571-4.

It would be better to break up the Contracts Department and let the various branches make their own contracts, 1590-1603, 1613, 1615, 1654-6, 1653, 1670-4.

If the Contracts Branch is broken up its parliamentary work should be transferred to the Central Branch, 4754-8.

Such a set of "Instructions" as those issued for the Director of Navy Contracts would be of considerable assistance in the War Department (*Mr. Perry*), 1962-9, 2038.

The system pursued at the War Office differs from that followed at the Admiralty, 2001-17.

The Contracts Branch is not a "Post Office"; it looks into all questions with a view to efficiency and economy, 2031-40, 2062, 2063.

There is no friction between the Contracts Branch and other departments, though there may be between individuals, 2026, 2027.

There is no more difficulty in meeting the orders of the Director-General of Ordnance or the Inspector-General of Fortifications or the Ordnance Factories, than there is in meeting the orders of the Quartermaster-General, 2030-1.

The Director of Army Contracts deals with wider classes of stores than those dealt with by the Director of Navy Contracts, 2033-6.

Always confers with the requisitioning department as to which tenders shall be accepted, unless by consent the reference is dispensed with, 1985-96.

While Director of Supplies and Transport never had occasion to be dissatisfied with the department of the Director of Contracts (*Lord Haliburton*), 2069.

It is necessary to have a Contracts Branch as the Officer dealing with the stores should not be the sole person to decide where they should be got, 2086, 2091, 2130-5, 2170, 2182, 2187.

Found the office of Director of Contracts a very valuable assistance, 2093-5, 2130, 2177.

The Director of Contracts has an incentive to economy as well as the heads of departments, 2106-10, 2131, 2132, 2202-5.

Never had any friction with the Director of Contracts; contested cases were settled by conference, 2111-5, 2142-6.

The great evil of not having a Contracts Branch would be that a number of people would be buying on behalf of the Government and so competing with each other, 2158, 2187.

The Director of Contracts would satisfy himself when demands of an extraordinary nature were put forward that money had been provided to meet them (*Sir R. Knox*), 2232-42, 2247, 2376-8.

The position of Director of Contracts is one which does secure both efficiency and economy, 2243, 2244, 2361-73, 2398-404.

The Contracts Branch is not a superfluity, 2262, 2263.

Whatever friction exists between the Contracts Branch and other departments is generally a mere personal matter, 2265-6.

Has always understood that the Director of Contracts consulted with the departments concerned when contracts of any dimensions were put forward, 2268-73, 2284, 2425-7.

The Director of Contracts, as a matter of principle, requires just as much check as any other department, 2286.

The demanding departments should be the watchers of the Director of Contracts, and if his system is not producing the best results economically they should report, 2382, 2383.

It would be a bad thing to take guns, ammunition, and works away from the Director of Contracts, 2289-95.

Attaching a Contract Staff to each department would not work well, 2304-8, 2371, 2433.

DIRECTOR OF CONTRACTS, BRANCH OF—*cont.*

None of the things now purchased by the Director of Contracts would be better purchased if obtained by the Supply Departments, 2311-17.

A mere central reviewing department would be likely to drop into desuetude, 2241-2, 2387.

To add his contracts work to the Director-General of Ordnance would be further concentration of work on an officer who is already very heavily loaded, 2412-6.

There would be a probability of corruption creeping in if the Director of Contracts were eliminated, 2422, 2431-4.

A set of instructions similar to those in use in the Admiralty would be valuable, 2283, 2430.

All communications between the Superintendents of Factories and the Director of Contracts have to go through the Stores Department (*Sir G. Clarke*), 2436, 2448-50.

Sees no advantage arising from the intervention of the Director of Contracts in the contracts in the building trade (*Col. C. H. Bagot*), 2722-35.

As a commercial engineer sees no advantage arising out of the intervention of the Director of Contracts in the purchase of machinery (*Mr. Donaldson*), 4548-9, 4591-2.

There is no general co-operation between his department and that of the Director of Contracts in the compilation of the list of contractors (*Col. Bainbridge*), 4305-22, 4532-3.

Unless considerable improvements can be introduced into the Contracts Branch, some of their work should be deputed to Generals of districts (*Maj.-Gen. Swaine*), 7635-49.

The Contracts Branch suffers from being too much detached from the Army; it is not particular enough about the contractors who are put on the list (*Sir R. Buller*), 8014-9, 8133-6.

Large contracts, anything over 2,000*l.*, are better left in the hands of a Central Office, 8018-9, 8137-47.

The Director of Contracts should not force upon a General Officer Commanding a contractor to whom the General objects, 8163, 8164.

Is strongly in favour of the retention of an independent Contracts Branch, 8012-4, 8019.

DRAFTS :

The preparation of drafts should be put out to the districts (*Sir F. Maurice*), 7518-20.

If command in the districts concentrated in the hands of Army Corps Commanders, there would be no difficulty in supplying the drafts necessary for foreign service (*Maj.-Gen. Swaine*), 7962-75.

The provision of drafts could not be decentralised, they must be arranged from headquarters (*Sir W. Buller*), 8520-6.

If all the necessary information were centred in the home battalion, the drafts could be arranged in the districts (*H.R.H. the Duke of Connaught*), 8873-99.

It is essential to retain control of the drafts at headquarters (*Col. Robb*), 9363-73, 9384, 2454-63, 9550-68.

The work in connection with the drafts could not be more decentralised than it is at present (*Lieut.-Col. Cowans*), 9819-32.

ESTIMATES :

There must be a central body in order to bring the estimates into harmony, and to centralise and focus the amounts (*Mr. Marziale*), 7295-8.

HOUSE OF COMMONS :

The red tape in the regulations arose from the War Office being too much harried by questions in the House of Commons (*Mr. Flynn*), 5019, 5020.

The House of Commons questions are largely responsible for the degree of centralisation that prevails (*Sir E. Wood*), 5590-92, 5614-21.

Owing to the intervention of the House of Commons in matters of executive Military detail, there is a tendency for Military matters to pass from Military Officers to a Civilian exposed to the political pressure of parties (*Sir C. Grove*), 6920-35.

INSPECTION :

The system of inspection, as applied to goods delivered, is not too severe (*Mr. A. Major*), 74-6.

It is the duty of the Receiving Department to see that the contracts are executed according to terms, 197-212, 217.

Not expedient or necessary to have two inspections of goods, 212.

Inspection should not rest with the buying department, 216, 217, 1733.

Contractor's premises are not to be inspected without the concurrence of the Contract Branch, 267, 1700, 1733-5, 1744-6.

The inspection of tent mallets is, generally speaking, fairly severe, 2317.

Had the tent pins bought by the General Officers Commanding been sent to Woolwich, they would have been rejected by the Inspection Department, 2825.

To find out sources of supply and to see to the execution of orders, travelling inspectors should be appointed (*Sir H. Brackenbury*), 367, 368, 457.

His Inspection Department inspects stores on delivery, it has nothing to do with inspection of work, except in certain cases of manufacture, 444-8, 474.

His department is the best to visit works and see whether firms should be allowed to tender, 2606-15.

Travelling inspectors should be appointed under the Director of Contracts (*Col. F. E. Mulcahy*), 873-86.

Thinks he should have the power of sending officials to see how orders are proceeding, 893, 894, 933, 936.

In cases of local supply, works and materials are carefully inspected by Royal Engineer Officers (*Col. O. M. Watson*), 951.

It is part of the duty of the Central Office to inspect stores in the process of manufacture, 1057, 1058.

Local inspections from headquarters are carried out as far as possible, 6194-5.

Stores purchased locally by Generals are inspected by Army Service Corps Officers (*Lieut.-Gen. Sir C. M. Clarke*), 1460.

Constantly represented that travelling inspectors should be appointed to watch and report upon the progress of contracts (*Mr. Fleetwood Wilson*), 1561-5.

Being asked to relax his standard of inspection in favour of contractors was a very common source of difficulty, 1640, 1641.

The functions of the Director of Contracts afford no protection against passing bad stuff, the responsibility lies mainly in inspection, 1659-65.

Inspections should not be carried out except at the instance of the Contracts Branch (*Mr. Perry*), 2044-5.

Visiting manufacturers is a recognised system in the Contracts Branch, 1997, 2004-8, 2044-5.

His local officers, when necessary, inspected and reported on contracts in progress (*Lord Haldiburton*), 2072-7, 2197-200.

Inspectors should be drawn from the department which is being served by the stores in question, 2078-80, 2124.

Visiting the works of contractors was a recognised part of the duty of the Director of Contracts; this is important, 2096-105, 2125, 2126.

The Director of Contracts should have the power of inspecting the various factories, and ascertaining the ability of contractors to execute contracts (*Sir R. Knox*), 2260.

The duty of inspections should be a joint one between the Contracts Branch and the Supply Departments, 2274-82, 2321, 2322.

Would permit the Supply Departments to inspect work in progress, but the Contracts Branch should be informed of such action, 2322, 2331-3.

The demanding department is responsible for seeing that goods when delivered are in accordance with the specification, 2361-2, 2382-3.

In normal times the Contracts Branch and the Director-General of Ordnance and Quartermaster-General can produce the men necessary to do all that is required in the way of inspection, 2389-91.

Had he the power, could send men to inspect works (*Sir G. Clarke*), 2443-7, 2456-63.

INSPECTION—cont.

Local professional inspection of works in districts by independent surveyors would be a good thing (*Mr. Marzials*), 7299-312, 7335-6.
 Visits works of contractors to a great extent; Director of Contracts has asked to be informed of such visits (*Col. Bainbridge*), 4297-304.
 Pays visits of inspection in order to keep in touch with what is going on throughout the mechanical trades of the country (*Mr. Donaldson*), 4562-7.
 In order to avoid errors in quantities, there must be local inspection; would send inspectors to examine buildings from time to time (*Mr. Bull*), 6045-51, 6084.
 It is necessary that officers who have to decide questions should be able to go down and see for themselves what is going on in the different districts (*Sir F. Maurice*), 7421-4, 7461-6, 7502-3, 7554-9.

LANDS AND LAND AGENTS:

In regard to the acquisition of rifle ranges, the system of employing local land agents might with advantage be extended (*Col. C. M. Watson*), 6553-6570.
 The purchase and sale of lands should be carried out at headquarters (*Sir R. Harrison*), 5837-64.
 The present system of arranging purchases of land at the War Office is the best (*Maj.-Gen. Sir T. Fraser*), 8695-7.
 There should be a qualified War Department land agent in Ireland (*H.R.H. the Duke of Connaught*), 8755.
 Would give Generals greater powers in regard to the purchase of land, 8754-64.

LOANS:

Details of the principles upon which loan works are carried out (*Col. C. M. Watson*), 6172-93.
 Has no difficulty in ascertaining daily how the expenditure on loans stands, 6358-66.
 Has had no complaints of their work under the Barrack Loans, 6452-8.
 It would be more convenient to carry out large new works under loans, leaving maintenance to the annual estimates (*Sir R. Harrison*), 5780, 5783, 5925, 5926.
 Continuation services absorb nearly the whole of the annual estimates; the only way to arrive at a satisfactory method is to transfer all the bigger services to loans (*Col. Skinner*), 7172.

LOCAL AUDIT:

The Chief Paymaster ought to be the representative of the Accountant-General in the district (*Sir H. Brackenbury*), 5332.
 It would be an extravagant plan to provide a local audit (*Sir R. Knox*), 4055-62, 4072-4, 4138.
 Local audit would give rise to variety of treatment in the interpretation of the regulations, 4063-5, 4179, 4182.
 There would be difficulty in making a very interchangeable staff, men would not so readily enter as civil servants, 4066-71, 4180.
 An expansion of the War Office, or a local audit office, to meet the extraordinary circumstances of a war, would be an extremely difficult thing, 4080-2, 4182-5.
 If local audit were established, the whole of the examination of the accounts should be done locally, 4083.
 A system of local audit would lessen the knowledge and experience of the Accountant-General in the working of the Regulations, 4123-5.
 Local audit could not be entirely relied upon, there would have to be a test audit at the War Office, 4131-7, 4164-70.
 Centralisation of all audit at the War Office would be better than local audit, 4139, 4184.
 It would be necessary to have highly-trained and highly-paid men in charge of the decentralised audit, 4195.
 If the Paymaster were a mere cashier, it would be undesirable that payments should be made without audit (*Mr. Marzials*), 3309, 3393-407.
 In time a local audit office would lose touch of the traditions of the War Office and come under the influence of the General Officer Commanding, 3323.

LOCAL AUDIT—cont.

Outside a radius of 20 miles the personal influence of a local auditor would be nil, 3325, 3369-72.
 If a local audit office were transferred in time of war, it would be necessary to recreate another office in its place, 3325-9.
 The final audit would rest with the local War Office, and not with the Paymaster, 3356.
 Does not see why he should not accept the audit of his subordinates decentralised, as well as of those in the War Office, 3357-61, 3367, 3368.
 For the purpose of supervising the local War Offices it would be necessary to have a small staff to pay surprise visits, 3365-7.
 The rules for local audit would have to be more stringent than those for audit at headquarters, 3374.
 If a local audit office is established, the head of it must be a man of some standing, 3390, 3778-9, 3784.
 Local audit would mean in general an increased and a more highly-paid and superior kind of staff to that now employed, 3391, 3778, 3779, 3784.
 The juniors, or boys, in a local audit office could not be taken for a foreign expedition, 3408-10.
 If local audit were established, a complete reorganisation of the Accountant-General's Branch would be imperative, 3439.
 If local audit were made in full, and taken as final, the test audit at the War Office could be dispensed with, 3443, 3444.
 If the full examination of claims is done only after payment, the work can be better and more economically done at headquarters, 3770, 3771, 3821-5, 3848, 3850, 3851.
 If the accounts were taken away an additional source of knowledge would be taken away from headquarters, 3780-4, 3789.
 Local audit would be a very wasteful system (*Mr. Wight*), 4001-19, 4023-9.
 If local audit were introduced there would be difficulty in securing uniformity in the interpretation of the present difficult and complicated regulations, 4024-9.
 Sees no reason why the whole of the audit of the Ordnance Factories should not be done by a Branch of the War Office at Woolwich (*Mr. La Brooy*), 4699, 4716.
 If the local auditor had power to deal with questions finally it would very much simplify correspondence (*Sir F. Maurice*), 7397-9.
 If it is merely a question of interpreting financial regulations as they exist, a Paymaster in the district is adequate, but if it is a question of spending money irrespective of regulations, then a financial adviser is essential, 7460, 7579, 7580.
 There would be no difficulty in local audit; it would make the district more self-contained (*Maj.-Gen. Swaine*), 7735-6.
 Local audit would save trouble and correspondence with the War Office, 7739-46.
 If a local auditor were placed at every Army headquarters, the English system would approximate closely to the German system, 7764-75, 7872-85.
 Would have a local auditor; he should be a War Office official of high class (*Sir R. Buller*), 7990-8011.
 It would be an improvement to have local audit, the District Paymaster should do it (*Sir W. Buller*), 8342-54, 8378, 8457-60.
 It would be a very great advantage to have a local audit (*Sir T. Fraser*), 8533-9.
 Is in favour of local audit; the staff should be interchangeable with the War Office (*H.R.H. the Duke of Connaught*), 8844-6, 8958-60.

LOSSES:

Treasury has no objection to extending powers of War Office and of Generals for writing off losses (*Mr. Chalmers*), 3127-32.
 Would not object to raising the power of Generals for writing off cash (*Mr. Marzials*), 3457.
 The limit within which a General has power to write off overpayments should be extended from 1l. to 10l. (*Sir T. Fraser*), 8578-80.
 Generals should have power to write off up to the limit of 5l. for cash and 50l. for stores (*H.R.H. the Duke of Connaught*), 8839-43.

MIDDLEMEN :

Steps are always taken to find out whether tenders come from middlemen (*Mr. A. Major*), 1711.
Contracts have been given to middlemen (*Col. J. Stevens*), 695.

MILITARY EDUCATION :

The division of the education of Army officers under the Military Secretary, and that of men under the Adjutant-General, is not a good arrangement (*Col. Delavoye*), 9663-6, 9675, 9707, 9708, 9776.

Candidates coming into the Army through the Militia are badly up in the subjects of general education, 9737.

The present arrangement of business in his Branch so far as the training of officers is concerned, is quite satisfactory, 9731-2, 9741-3, 9761-2.

Owing to lack of accommodation in the Military Colleges will have, in future, to take more officers from the Militia than ought to be the case, 9763-8.

The educational standard of the cadets who pass into the colleges is very good indeed, 9769-72.

The course at Sandhurst should be extended to 18 months, 9775.

MILITARY STAFF, ESTABLISHMENTS, AND DEPARTMENTS :

The continuity of his Branch does not suffer from the fact that officers are continually changed after five years (*Sir H. Brackenbury*), 5301-10.

Military clerks, owing to their military knowledge, are superior to civil clerks for the work of his Branch, 5311-6, 5320-3.

Military business should be entirely managed by Military men, but in each Spending Department there should be a small civilian staff to do the account work, 5325-30, 5357, 5358.

Anticipates no difficulty in getting what Military clerks he may require, 5367, 5368.

There is practically no delay arising out of the correspondence between the Quartermaster-General and the Inspector-General of Fortifications, but it would be an advantage if the functions of each were more clearly defined (*Col. C. M. Watson*), 6245-310, 6508-21, 6538-40, 6435-46, 6547-52.

It would not be an advantage to bring the Supply and Works Departments under one head (*Lieut.-Gen. Sir C. M. Clarke*), 6851.

Would not be in favour of making the Military clerk interchangeable between the War Office and the districts, 6838, 6889.

The constitution of the Military Branches should be entirely Military (*Mr. Fleetwood Wilson*), 4875-86, 4891, 4892, 4936-40.

A mixed staff is a wrong system, it works badly, 4887-9.

If the Military replaced the civilian element, a limit should be put to the extent to which officers should be taken away, 4895-8.

The work of the Director-General of Ordnance's Branch has gone very much better since the civil was replaced by the Military element, 4900, 4901.

The better plan would be to have no higher division clerks in the Military Branches, there should be an increase in the number of Military officers (*Sir R. Knox*), 5136-40, 5182-6, 5190-8.

It would be extremely difficult to obtain a sufficient number of Military clerks to staff completely the Military Branches, 5136.

A mixture of classes is bad, 5141-2.

To have an interchange of Military clerks between the districts and the headquarters would be very risky, 5153, 5180-1.

The Military clerks at the War Office are always the best of their class, 5154-60.

The Military clerk is always slow, 5161, 5162, 5205.

Military clerks get on best with officers, 5161-8.

Military clerks, as regards quality and capacity, are not to be compared with Second Division clerks, 5202-12.

It is not desirable that clerks of the Higher Division should serve in the Military Departments (*Mr. Marriotts*), 7266.

Military clerks are not quite as good as Second Division clerks, 7268.

**MILITARY STAFF, ESTABLISHMENTS, AND DEPARTMENTS—
cont.**

Military clerks employed at the War Office should be made interchangeable with the districts, 7271.

After 12 months of Pay Office work a Military clerk ought to be a very good clerk (*Col. Drage*), 3745.

A closer touch between the Military and the Finance Departments is essential to smooth and economical working (*Sir Evelyn Wood*), 5582.

A great deal of work that is now done in the Adjutant-General's Department could be transferred to the Military Districts, 5590, 5593, 5613. Officers should have an opportunity in peace of gaining experience in the financial powers they are called upon to exercise in war, 5497-8, 5557-84.

Power should be given to the Adjutant-General to settle matters of minor importance without reference to the Finance Department, 5562-4.

The Adjutant-General's Department should be in a position to frame estimates, and financially consider the cost of the present and proposed personnel of the Army, 5624, 5625.

In the Military division Higher Division clerks should be replaced by Staff Officers retaining the Second Division clerks in their present places; Military clerks being used for returns, &c., and other non-confidential matters, 5506-17, 5559.

Both the officers and the Military clerks should be interchangeable between the War Office and the districts, 5515.

There is no difficulty in getting good staff clerks from the Army good enough for the duties they should perform in the War Office, 5560.

The Inspector-General of Fortifications should be allowed to get what staff he requires, and settle their conditions of service (*Sir B. Harrison*), 5768-72.

Is in favour of the association of civil clerks with officers at headquarters in order to maintain continuity, 5820-36.

The direct Military adviser of the Secretary of State should be the Commander-in-Chief (*Sir C. Grove*), 6998-7003.

The Commander-in-Chief should have the entire Military responsibility for the efficiency of the Army, 7028-36.

There is, on the Military side of the War Office, a want of some officer or central office to see that all questions have been properly discussed before being submitted to the Commander-in-Chief, 7035, 7036.

The separation of Finance from the Military Department does harm, 6866-8, 6955-63.

Would place on the Commander-in-Chief the responsibility of keeping a general watch over Military expenditure, 6869-81, 6972-5.

The Accountant-General's Department, except the Audit, should be transferred to the Military side of the War Office; it would be immaterial whether the staff was civil or military, 6901-10, 7040-50, 7062.

The dissociation of Military action from account keeping and finance, has tended to make officers think very little of the money side of questions, 6866, 7037, 7051, 7052.

There is a steady tendency at the War Office for matters connected with the Military direction of the Army to pass from the Military officers to a civilian exposed to the political pressure of parties, 6920-35.

Would approve of Military officers in the place of Higher Division clerks, and Military clerks in the place of Second Division clerks; would have them all interchangeable between the War Office and the districts, 6944-54.

There is a certain amount of duplication in the functions of Quartermaster-General and Inspector-General of Fortifications; this could be avoided if both Branches were under the same roof (*Col. Skinner*), 7153-5, 7174.

In a Branch such as that of the Quartermaster-General it is better to have only civil clerks; does not require any of the Higher Division; sees no objection to a certain admixture of civil and military, but the Military clerks should be interchangeable with the districts, 7196-203.

MILITARY STAFF, ESTABLISHMENTS, AND DEPARTMENTS—
cont.

The abolition of the office of Deputy Adjutant-General, Royal Artillery, has, in practice, proved a disastrous failure (*Sir F. Maurice*), 7505, 7506.

If decentralisation is to be effected in the War Office, it will be necessary either to reduce the powers of the Adjutant-General or abolish his office; he should be replaced by an Inspector-General for each arm of the Service (*Maj.-Gen. Swaine*), 7587-603, 7584-98, 7905-19, 7934-41.

So long as the powers of the Adjutant-General are undefined, he is able unduly to extend their practical application, 7604-34, 7888-90, 7934-7.

Unless considerable improvements can be introduced into the Inspector-General of Fortifications' Branch, some of their work should be deputed to Generals of districts, 7635-49.

Would like to see the Military government of the War Office organised exactly like an army in the field (*Sir E. Buller*), 8088-109, 8167.

The great blot on the Military administration of the Army has been that there has never been any attempt to place financial responsibility on the Commander-in-Chief, and through him on the Generals Commanding, 7985, 8165-7.

Does not see how any effective decentralisation of work can be arrived at without a fundamental reorganisation of the forces; the field army ought always to be distinct from the garrison army, and there ought to be a delegation of authority and responsibility right through the fabric of the Army (*Sir W. Butler*), 8260, 8390-400, 8412-35, 8446-70, 8493-7.

It is a serious matter that the time of the staff in the district is largely taken up with all sorts of formal and routine matters (*Sir T. Fraser*), 8713-4.

The General ought to have the freest possible hand in the expenditure in his district, 8735-40.

The greatest possible powers should be given to Generals in their own commands (*H.R.H. the Duke of Connaught*), 8862-72.

Approved of the abolition of the office of Deputy Adjutant-General, Royal Artillery, 8900-4.

Is strongly in favour of the appointment of Inspectors-General of Cavalry, Infantry, and Artillery, 8905-14.

Would prefer to have the duties of Staff Officers divided on the German system, 8982-7, 9010, 9011.

Responsibility should be driven home right through an officer's career, 8961-8, 8968-92.

His Branch of the Adjutant-General's department, known as A.G. 1, is very much understaffed; it is at present hopelessly disorganised; it should be divided into sections (*Col. Kobb*), 9381-3, 9430-1, 9464-505, 9518-49, 9575, 9580-85.

Would prefer to have an officer in charge of his Branch rather than a Civilian Higher Division Clerk, 9377-80, 9410, 9507-8.

Military clerks are not generally satisfactory, 9693-701.

A capable civilian staff clerk would be ample at the head of his Branch, the work of which is better done by Civil than it would be by Military clerks (*Lieut.-Col. Cowans*), 9806-12, 9815, 9866-70, 9877-9.

NAVAL CONTRACTS:

The Director of Navy Contracts is responsible for the purchase of all stores, supplies, and machinery of the authorised patterns as articles of store required for the use of the Naval and Marine forces and establishments, and for the conclusion of all contracts in connection therewith (excluding only contracts for ships and their machinery for guns and gun mountings, and for yard machinery, which are under the charge of the Controller of the Navy, and all the requirements of the Director of Works excepting coals and timber, which is imported direct); the regulations under which these duties are carried out are, in practice, easy to work under; is quite satisfied with them, (*Mr. Hall*), 1767-955.

ORDNANCE COMMITTEE:

The decision of what questions should go to the Committee rests entirely with him; has no suggestions to make for improvement in its procedure (*Sir H. Brackenbury*), 5336-56, 5374-88.

ORDNANCE FACTORIES:

The factory accounts are audited by the Accountant-General and the Comptroller and Auditor-General (*Col. Bainbridge and Mr. La Brooy*), 4401-13, 4635-47, 4658, 4661-74, 4694-8, 4735-9, 9117-27.

Practically, the factory cost accounts are audited on behalf of the customers (*Mr. La Brooy*), 4648-53.

Details in reference to the distribution of labour between day-work and piece-work in the factories, 9187-218.

Details as to the introduction of individual piece-work as distinct from gang piece-work (*Mr. C. Harrie*), 9227-62.

One of the duties of the local auditor is to compare factory prices year by year, and factory prices with outside trade prices, 9253.

Details of the procedure adopted in the quarterly stock-takings, 9283-304.

Details of the system employed for estimating the cost of piece-work, 9305-57.

Doubts very much whether the adoption of day-work would lead to simplification in the accounts, 9325.

The present form of account is mainly due to the requirements of Parliament, 9327-42.

ORDNANCE WORKSHOPS:

The scope of the ordnance workshops in Ireland should be extended (*H.R.H. the Duke of Connaught*), 8789-811.

PAY AND ALLOWANCES:

Examination and audit are rendered far more difficult than need be by the complications in the soldier's pay and allowances (*Mr. Wight*), 4034-9.

Only a small financial loss would have been occasioned by calling the messing allowance pay and treating it as pay (*Mr. Flynn*), 5003.

Would be inclined to consolidate pay and allowances more than is done now (*Sir R. Buller*), 8183-6.

Would give consolidated rates of pay; would also consolidate the pay of officers in the districts (*Sir W. Buller*), 8355-75.

Does not approve of deductions from soldiers' pay (*H.R.H. the Duke of Connaught*), 9060-2.

PAY DEPARTMENT:

The members of the Pay Department and the Accountant-General's Department should be interchangeable between the War Office and the districts (*Sir H. Brackenbury*), 5356-64, 5372, 5373.

Would amalgamate the whole Pay and Accounts Department into one, 5359-61.

While the members of the Pay Department are commissioned officers they should be under a Military head, the Quartermaster-General (*Lieut.-Gen. Sir C. M. Clarke*), 6827-9.

There is an advantage in placing Paymasters under the Quartermaster-General rather than under the Accountant-General (*Sir B. Knox*), 4088, 4101-4, 4191.

The old system of Regimental Paymasters was a bad one, 4105, 4208.

If the Pay Department is kept down to the smallest peace limit, it is inadequate to the larger demands that are made upon it in time of war; this would especially be the case under a system of local audit (*Mr. Marziale*), 3317, 3388, 3389, 3445-50.

Officers ought to have from five to seven years' service before they come to the Army Pay Department; the maximum age-limit should be lower than 35 (*Col. Drage*), 3661, 3666-9.

Officers joining the Army Pay Department from the Army know more of the requirements of the Service than those coming from the War Office, 3662.

Thinks the Pay Department has been treated, to some extent, as a provision for men who were being turned out of the Service on account of age, 3663-5.

The strength of the Pay Department has proved inadequate for the requirements of war, 3743-4.

It would be well for the General Officer to be in closer relations with the Paymaster, 3628-37.

It is better to have the Pay Department under the Quartermaster-General than under the Financial Secretary (*Sir Evelyn Wood*), 5562-4.

PENALTIES :

- Penalties for delay in executing contracts are enforced in a good many cases (*Mr. A. Major*), 46-51, 62, 2784.
- In cases of disagreement with other branches as to fines refers to the Financial Secretary, 2783.
- If he dealt with contractors would be more rigorous with regard to penalties (*Sir H. Braokenbury*), 377, 389, 393-7, 428, 436, 441.
- The Director of Contracts has no interest in enforcing penalties, 402, 431, 435, 479.
- The actual infliction of penalties should not be in the hands of anyone short of the Financial Secretary, 2603, 2604.
- The system of penalties is very unsatisfactory; they are rarely enforced (*Col. J. Stevens*), 542, 701, 809, 625.
- Would enforce penalties more rigorously (*Col. F. E. Mulcahy*), 843-7.
- Penalties are not often enforced; each case is considered on its own merits (*Col. C. M. Watson*), 1006-13, 1059.
- Has always held that the infliction of fines should be carried out more rigidly (*Mr. Fleetwood Wilson*), 1584, 1609.
- If contractors felt that the system of fines was overdone they would put up their prices (*Lord Haliburton*), 2116.
- The questions of fines is a very difficult one to deal with (*Sir B. Knox*), 2428.
- Understands that the infliction of fines is hardly ever imposed; if it were done rigorously prices would be put up (*Col. Bainbridge*), 4357.

PRINTING AND STATIONERY :

- The head of a department should have the right to deal direct with the printers in all cases (*Col. C. M. Watson*), 6208-19, 6489, 6492-4.
- The distribution of stationery should not be with the Central Branch, it should be distributed by the Store Branch (*Mr. Marzials*), 7273.
- Sees no objection to Inspector-General of Fortifications taking charge of his own printing (*Mr. Cubitt*), 6686-757.
- Except on the possible ground of economy, there would be an enormous advantage if the War Office could make its own arrangements with the printers, 6758-65.

PURCHASES :

- Generals of Districts have power to purchase stores locally up to 50*l.*, the Principal Ordnance Officer at Woolwich up to 25*l.* (*Mr. A. Major*), 92.
- The abolition of the system of employing brokers has been an advantage to the public, 2950-3.
- Details in reference to local purchases of bedsteads, 2823-8; horse-hair, 2850-66; corn crushers, 2867; mule harness, 2917-32; axes and hammers, 2934-42.
- Is limited to 25*l.* for purchases (*Col. J. Stevens*), 679, 800-8.
- The work of supplying stores would be more satisfactorily performed if the purchases were effected directly by the heads of the departments, 514, 524, 549, 550, 793-609, 658.
- The Director-General of Ordnance should have a general power to buy with a discretion to buy with or without tenders, 593-8.
- Officers should have an opportunity in time of peace of learning how to make purchases such as would be required in time of war, 681, 682.
- Details of purchases of—signal rockets, 501; tent pins, 518; tents, 552; tent mallets, 558, 611; packing cases, 561, 797; corn-crushers, 593; bedsteads, 670; mule harness, 684; medical stores, 686; stretcher slings, 696.
- Sees no advantage in making purchases direct (*Sir C. M. Clarke*), 1443, 1528.
- Local officers will sometimes, and without authority, commit the department to purchases for which subsequent authority has to be given (*Mr. Perry*), 1970-84, 2038-43, 2055-61.
- It would be a distinct advantage if the Contracts Branch could get the orders to purchase at definite dates for the largest possible quantities 2017-23.
- Advocates making all large purchases by means of the Contract Branch, but the system should admit of the departments making direct purchases in extraordinary circumstances (*Sir B. Knox*), 2264, 2337-9, 2373-2420.

PURCHASES—cont.

- Would not give power of purchase to heads of departments, but to the Store Department at Woolwich (*Sir G. Clarke*), 2469.
- It would be a considerable convenience if their power to purchase stores were extended from 50*l.* to 250*l.*, 6665-7.
- Would like to have the power of purchasing stores up to 500*l.* (*Sir R. Harrison*), 5921.
- It would be a good thing if a sum of 300*l.* a year were placed at the absolute disposal of the General to meet small services (*Sir W. Butler*), 8326-40.

REGISTRY :

- The unsatisfactory manner in which the Registry does its work is a cause of delay; methods of improvement (*Col. C. M. Watson*), 6221-43.
- Would like to have the Registry at the Horse Guards put under the Inspector-General of Fortifications, 6243, 6414-6, 6541-6.
- As at present worked, the Registry is a source of absolute danger to the department (*Mr. Fleetwood Wilson*), 4782.
- At present the responsibility for the Registry rests with the Permanent Under Secretary, 4782, 4860.
- Ever since the Higher Division Clerks were withdrawn the Registry has gone from bad to worse, 4783.
- If every great department had its own registry, there would be confusion and delay; the machinery is sound if properly worked, 4815-24, 4919, 4920.
- The state of the Registry at the War Office is a scandal; it should be put under a Chief Clerk and Registrar, 4760-3.
- The head of the Registry should have a controlling and guiding influence over the work on papers throughout the department, 4773-830.
- It is an unfair temptation to put important papers in the hands of men with small salaries; the custody of confidential documents should be in the hands of a Higher Division Clerk, 4781.
- One of the chief duties of the Assistant Under Secretary should be the superintendence of the work of the Registry (*Sir E. Knox*), 5043-7, 5071.
- The head of the Branch which receives papers is responsible for sending them on with the utmost rapidity, 5110.
- In normal times there would be no advantage in introducing a Chief Clerk between the Assistant Under Secretary and the Staff Clerk at the head of the Registry, 5072.
- All letters passing through the Registry reach the hands of the persons responsible for dealing with the subject in the course of an hour or so, 5063-5.
- The function of the Registry is only to receive letters and index decisions, &c., 5076, 5078-9.
- If there are delays in getting answers from the War Office, would not attribute them to any fault of the Registry, 5080-7.
- It is not the function of the Registry as at present constituted to prevent more than one paper running on the same subject at the same time, 5111-30.
- Confidential papers are at present in the hands of the head of the Registry and his assistant, there is no objection to this, 5131-5.
- For the purposes of proper supervision and distribution of its work, the Registry should be under a Higher Division clerk (*Mr. Marzials*), 7274-80.
- Is not in favour of the suggestion that each branch should have its own Registry, 7282-84.
- Confusion in regard to War Office decisions arises owing to the unsatisfactory way in which letters are treated on receipt in the Registry; would prefer the system of addressing letters to the head of the particular department which dealt with the subject matter (*Sir F. Maurice*), 7467-99, 7530-1, 7545-9.
- Work between the districts and headquarters would be expedited if each department of the War Office had a Registry of its own (*Maj.-Gen. Swaine*), 7587-91.
- On the whole, the Registry distributes the correspondence without undue delay and to the right department (*Lieut.-Col. Cowans*), 9872-6.

REGULATIONS :

Simplification of regulations is the great desideratum (*Mr. Marzials*), 3415-25.
 It is necessary to have a central branch to deal with all regulations, 7288.
 It will not be possible to simplify the regulations until the matters they deal with are simplified, 7289.
 Paymasters are not consulted as to the working of regulations, but it is left to them to make representations to headquarters (*Col. Drage*), 3736-8.
 Is very dissatisfied with the regulations (*Mr. Flynn*), 4953-61.
 In theory, his branch has no voice in the policy of a regulation, but they do raise questions, 4962-9, 4990, 5027, 5038-41.
 The Pay Warrant cannot be made a good book of regulations unless some of the conditions are simplified, 4970-1.
 The Pension regulations are excessively complicated, 4970-7, 4984, 4998.
 The subject matter of the regulations is made more intricate than it need be, or would be, if the detailed effect were considered before the decision was given, 4978.
 Of late years there has not been much difference in the number of regulations issued, 4992.
 The complication of the regulations arises from the desire of the War Office to have a regulation to cover everything, 5018.
 The red tape in the regulations arose from the War Office being too much harried by the Treasury and by questions in the House of Commons, 5019, 5020.
 It is his duty to see that all branches concerned are consulted before any regulation is issued, 4956, 5028-31.
 The Inspector-General of Fortifications should make his own regulations (*Sir R. Harrison*), 5517-9.
 Correspondence would be reduced if the regulations were simplified and codified, (*Sir C. Grove*), 6993-7.
 The number of small matters which under the Pay Warrant require the approval of the Secretary of State have diminished of late years, but are still far too many, 6911-9.
 Many of the regulations bind everybody much too tightly for the public advantage (*Sir P. Maurice*), 7573-4, 7581.
 The regulations are badly worded (*Maj.-Gen. Swaine*), 7739-46.
 Many of the regulations affect principles of which the War Office alone can be cognizant (*Sir R. Buller*), 8087.
 It is very important to simplify the regulations and make them more elastic, 7989, 7990, 8171, 8179, 8240-3.
 The War Office supervision of a General's functions is valuable, it collates the system of looking at things from a broad point of view (*Sir T. Fraser*), 8654-7.
 The regulations are very complicated, but as a matter of discipline it is necessary that all should be guided by the same principles throughout (*H.R.H. the Duke of Connaught*), 9070-9.

RIFLE RANGES :

One department might be entirely charged with the acquisition of rifle ranges (*Sir C. M. Clarke*), 6777-86, 6860-2.
 The purchase of ranges is a very complicated question (*Sir R. Harrison*), 5956-60.
 At present the Quartermaster-General is responsible for all ranges (*Col. Skinner*), 7107-52.
 Where there has been delay in the provision of a rifle range, it has arisen, as a rule, from failure to find a suitable site at a suitable price, 7233-60.
 It is essential that the Adjutant-General, Quartermaster-General, and Inspector-General of Fortifications should be consulted in reference to the acquisition of rifle ranges (*Sir T. Fraser*), 8744-9.

SPECIFICATIONS :

At the suggestion of the Director of Contracts specifications are frequently modified (*Mr. A. Major*), 137-44.

STOCK-TAKING :

The object of stock-taking is to get at the cost of the articles produced in the Ordnance Factories; details of the procedure adopted (*Mr. La Brooy*), 9081-99, 9137-86.

STORES :

Would allow the Officers Commanding a unit so much money for the upkeep of his stores (*Sir R. Buller*), 8045-9, 8197-201.
 Wants to see throughout the Army more responsibility placed upon individuals; that can only be done by delegating financial powers in the expenditure for stores, 8109.
 In regard to most stores would make the districts self-contained (*Sir W. Butler*), 8380-6.
 Would like to see the limit under which a General can authorise local purchases of stores raised to 100l. (*H.R.H. the Duke of Connaught*), 8812-4.
 Would give a money allowance in lieu of material in kind for the upkeep of equipment, 8828-33.

SUB-LETTING :

The Director of Contracts depends upon reports in regard to sub-letting (*Mr. A. Major*), 306.

SUPPLIES :

The distribution of orders between the Manufacturing departments and the trade is done by the Allocation Committee (*Mr. A. Major*), 86, 262, 263.
 The local food supplies procured by Generals in districts are only for current needs, 102, 230.
 If he were given a free hand in regard to contracts would constantly be sending out his people to try and find out fresh sources of supply (*Sir H. Brackenbury*), 2616-9.
 Does not think the Director of Contracts makes himself acquainted with all the available sources of supply (*Col. Steevens*), 552.
 Maintains a familiar acquaintance and touch with the sources of supply of all materials he requires (*Col. Bainbridge*), 4503-10.

TENDERS :

Before tenders are considered the last prices are invariably referred to (*Mr. A. Major*), 314.
 During the year 1900-1, 42,285 tenders were received, 1698.
 Tenders can be more conveniently settled at Headquarters than at Woolwich, 1710.
 In cases of disagreement with other Branches as to tenders, refers to the Financial Secretary, 2786, 2787, 2954-60, 2996-3006.
 Even in time of war the system of tender is the most expeditious, 2906-9.
 Tenders would not be treated on principles of fair competition if they were more largely delegated to the districts, 2975.
 In deciding upon a tender, the contractor's ability to carry out the contract, and the quality of the goods he delivers should all be taken into consideration as well as price, 2514.
 The General Officer Commanding has to send tenders to all contractors on his arranged list (*Col. C. M. Watson*), 1096-1100, 1107, 1108.
 If all tenders were sent to the General Officer Commanding it would be simpler than the present plan, 947-9, 1180-93.
 The final decision in accepting tenders for important work should rest with those who have to carry out the work (*Col. G. Hildebrand*), 1360.
 Local tenders are invited by public advertisement (*Sir C. M. Clarke*), 1405-12.
 The acceptance of local tenders is left entirely to General Officers, 1413-6.
 Thinks he has the power to withhold his consent to the acceptance of a tender (*Sir G. Clarke*), 2461-3.
 Very seldom goes above the lowest tender (*Col. C. H. Bagot*), 2693.
 Certain classes of tenders are always referred back to him before acceptance (*Col. Bainbridge*), 4259-67.
 Is sometimes compelled by the Contracts Branch to accept the lowest tender; details, 4268-96, 4493-500.
 Would rather have power of purchasing to a greater extent than of calling for tenders to a greater extent; details of the values of the various tenders put out in 1899-1900, 4362-400, 4502.
 Has every inducement to accept the lowest tender, 4481.

TREASURY :

All new Civil situations carrying pensions have to be submitted to the Treasury (*Mr. Chalmers*), 3059.

Treasury may sanction urgent new works without waiting for the Vote of the year, 3066, 3071-3.

Treasury has no power to vote money, can only sanction new services if there is old money for them, 3095, 3096.

Treasury always goes through War Office Estimates carefully, 3260, 3285-9.

If the provisional powers of the Treasury were conferred on the Secretary of State, the difficulties of the War Office would be much increased, 3034.

The necessity of reference to the Treasury makes the Accountant-General keep a close watch on Votes, 3042-4, 3212.

Treasury control is based upon the necessity for uniformity in regulations, 3061, 3065, 3120.

Power of the Treasury in regard to new works, 3088-94.

Rule as to Treasury sanction for purchase, &c. of land and premises originated with Parliament, 3093-119, 3301.

Treasury would have no difficulty in enlarging rewards to inventors, and royalties if War Office wish it, 3148-50.

Is not aware that there is any dissatisfaction on the part of the War Office with the present Treasury control, 3206-10, 3225-7, 3231-3, 3263, 3275, 3276.

Appeals to Treasury are not so frequent from the War Office as from the Admiralty, 3038, 3292-8.

The control of the Treasury is neither needless nor unreasonable (*Mr. Marzials*), 3451-6.

VOTES :

In order to obviate present delays in matters of finance, the Inspector-General of Fortifications should be made responsible for his own Votes (*Col. C. M. Watson*), 6196-208, 6477-92.

Departments should be as little as possible interfered with in the administration of expenditure under their Votes (*Sir C. M. Clarke*), 6845.

There must be a reserve in hand under Part II., in order to meet emergent services (*Col. Bagot*), 6619-23.

It would give less trouble if Parts I., II., and III. were converted into only two divisions, 6359-64.

Transfers between Votes require the sanction of the Treasury and subsequent authorisation of Parliament (*Mr. Chalmers*), 3027-33, 3211-5, 3264.

The previous sanction of the Treasury to a transfer between the subheads of a Vote is not asked for unless some change of policy is involved, 3027, 3037-46, 3216-26, 3277-84.

Would not be in favour of changing the present system so that men and money could be voted prior to the rendering of details, 3254.

There should be a reference to an outside body in regard to foreseen expenditure for which Parliament has made no provision, 3044-5, 3265.

As regards money for other purposes than pay and allowances, it would probably be salutary if fuller powers were given to the War Office, 3055.

It is very dangerous for a spending department to assume parliamentary sanction for expenditure, 3067-70, 3221.

VOTES—cont.

The Treasury would be quite prepared to lump together the provision for the year for cognate works in a district, 3074-81, 3240-51.

Does not think the War Office would wish for greater freedom in regard to Parts II. and III., 3084-7.

Previous Treasury sanction is always necessary for the insertion in Army Estimates of a service estimated to cost over 30,000*l.*, 3124-6, 3290.

Details of the general principles which guide Treasury control of Army expenditure, 3204, 3205, 3262.

Up to the present has not had nearly enough money to maintain the barracks; Part I. should be confined to new work, and all repairs and maintenance should go to Part III. (*Sir R. Harrison*), 5773-7.

The Inspector-General of Fortifications should bring forward for annual estimate or for loans such new services as Army changes render necessary, 5778-816.

Would make Generals Commanding responsible for the complete financial bearing on all proposals they put forward (*Sir C. Grove*), 6384-95, 6967-71, 7053-7.

Every spending department should frame its own Estimates, 6987-92.

The Commander-in-Chief should have the amount of money allotted to him by Parliament placed absolutely at his disposal, and the sum, once settled, should be voted for a certain term of years, 7058-72.

When the policy of expenditure has been settled, the heads of the spending departments should be allowed to administer their own Votes (*Sir R. Buller*), 8174, 8175.

Every building should be a lump sum Vote, 8020-7, 8124-32.

Would give a General a Works Vote and a Vote for Stores for his district (*Sir W. Buller*), 8283-97, 8324, 8336, 8471-92, 8516-8.

It would be a great advantage if Generals knew in October what works would be included in the following year's Estimates (*Sir T. Fraser*), 8561-71.

The General should have a lump sum voted to cover the expense of running his command (*H.R.H. the Duke of Connaught*), 8936-50, 8973-4, 9017-42.

£200 or £300 should be placed absolutely at the disposal of the General to meet small exceptional services, 8924-31.

WORKS :

The due execution of a works contract must rest with the Commanding Royal Engineer of the district (*Col. C. M. Watson*), 982-4, 989, 1002-5, 1137, 1149.

The Inspector-General of Fortifications should have the deciding voice in all works contracts (*Sir R. Harrison*), 5918-20.

Troubles in regard to works sometimes arise through a want of system between the districts and the War Office (*Sir R. Buller*), 8028-35.

Would give Generals fuller powers in regard to works; they should have full power over all savings (*H.R.H. the Duke of Connaught*), 8765-75.

MINUTES OF EVIDENCE
OF THE
COMMITTEE
ON
WAR OFFICE ORGANISATION.

LIST OF WITNESSES EXAMINED BEFORE THE COMMITTEE.

No.	Witnesses.	Page.
1	Mr. Alfred Major, Director of Army Contracts - - - - -	1, 66, 112
2	Lieut.-General Sir H. Brackenbury, G.C.B., K.C.S.I., Director-General of Ordnance -	14, 101, 218
3	Colonel J. Steevens, C.B., Principal Ordnance Officer at Woolwich Arsenal - -	20
4	Colonel F. E. Mulcahy, Chief Ordnance Officer at the Royal Army Clothing Department	32
5	Colonel C. M. Watson, C.M.G., Deputy Inspector-General of Fortifications - - -	37, 250, 257
6	Colonel G. Hildebrand, Deputy Inspector-General of Fortifications - - -	48
7	Lieut.-General Sir C. M. Clarke, Bart., G.C.B., Quartermaster-General - -	53, 274
8	Mr. G. D. A. Fleetwood Wilson, C.B., Assistant Under Secretary of State for War -	58, 193
9	Mr. W. C. B. Hall, Assistant Director of Navy Contracts - - - - -	69
10	Mr. W. P. Perry, Assistant Director of Army Contracts - - - - -	75
11	Lord Haliburton, G.C.B. - - - - -	79
12	Sir Ralph Knox, K.C.B., Permanent Under Secretary of State for War - - -	85, 167, 208
13	Colonel Sir G. S. Clarke, K.C.M.G., F.R.S. (a Member of the Committee), Superintendent Royal Carriage Factory, Woolwich Arsenal.	97
14	Colonel C. H. Bagot, C.B., Deputy Inspector-General of Fortifications - -	108, 267
15	Mr. R. Chalmers, C.B., Principal Clerk at the Treasury - - - - -	125
16	Mr. F. T. Marzials, Accountant-General of the Army - - - - -	138, 154, 295
17	Colonel T. W. Drage, C.B., Chief Paymaster, Home District - - - - -	146
18	Mr. G. P. Wight, Principal Clerk (Examining Subdivision), Accountant-General's Department.	161
19	Colonel E. Bainbridge, C.B., Chief Superintendent, Ordnance Factories - -	178
20	Mr. H. F. Donaldson, M.I.C.E., Chief Mechanical Engineer, Ordnance Factories -	186
21	Mr. J. T. La Brooy, Civil Assistant to Chief Superintendent, Ordnance Factories -	189, 375
22	Mr. J. A. Flynn, Principal Clerk (Army Regulations Subdivision), Central Department	204
23	General Sir Evelyn Wood, G.C.B., G.C.M.G., V.C., Adjutant-General to the Forces -	226
24	General Sir R. Harrison, K.C.B., C.M.G., Inspector-General of Fortifications - -	233
25	Mr. J. M. Bull, Principal Clerk (Supplies and Transport Subdivision), Accountant-General's Department.	245
26	Mr. B. B. Cubitt, Principal Clerk in Central Department - - - - -	271
27	Major-General Sir C. Grove, K.C.B., Military Secretary at Headquarters - -	277
28	Colonel J. T. Skinner, C.B., D.S.O., late Assistant Quartermaster-General - -	288
29	Major-General Sir J. F. Maurice, K.C.B., General Officer Commanding Woolwich District	300
30	Major-General L. V. Swaine, C.B., C.M.G., General Officer Commanding North-Western District.	313
31	General Right Hon. Sir Redvers Buller, G.C.B., G.C.M.G., V.C., General Officer Commanding Aldershot.	326
32	Lieut.-General Sir William F. Butler, K.C.B. - - - - -	340
33	Major-General Sir T. Fraser, K.C.B., C.M.G., General Officer Commanding Thames District.	354
34	General H.R.H. Duke of Connaught and Strathearn, K.G., K.T., K.P., G.C.R., G.C.S.I., G.C.M.G., G.C.I.E., G.C.V.O., Commanding the Forces in Ireland.	364
35	Mr. C. Harris, Principal Clerk in Army Factories Subdivision, Accountant-General's Department, and Auditor of Ordnance Factories Accounts.	380
36	Lieut.-Colonel F. S. Robb, Deputy Assistant Adjutant-General at Headquarters -	387
37	Colonel A. M. Delavoye, Assistant Military Secretary for Education - - -	399
38	Lieut.-Colonel J. S. Cowans, Deputy Assistant Quartermaster-General - - -	403

COMMITTEE

ON

WAR OFFICE ORGANISATION.

FIRST DAY'S MEETING.

At the War Office.

Tuesday, 8th January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

The proposed procedure was discussed, and it was decided to send a draft letter on the subject of decentralisation to General Officers Commanding (*vide* Appendix VI. (a)), and also a draft letter to certain high officials connected with the administration of the War Office on the general conduct of business in that Department (*vide* Appendix I.).

SECOND DAY'S MEETING.

FIRST DAY'S EVIDENCE.

At the War Office.

Wednesday, 9th January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.,

Mr. H. J. GIBSON, *Secretary*.

Mr. ALFRED MAJOR examined.

1. (*Chairman*.) You are the Director of Army Contracts, I believe?—Yes.

2. How long have you held that position?—Since July 1895.

3. And before that, were you connected with that branch, or with other branches of the War Office?—With other branches.

4. Therefore, you had no special experience of your present branch before you took up the position of Director of Contracts?—I had not been in the branch, but I had had considerable experience through the 10 or 12 years previously in dealing with stores.

A 15090.

5. But you were not really connected with the contracts branch before you took up the position of Director?—No.

6. Do you think you could give us a short sketch of the history of the contracts branch, and the reasons which led to its establishment; perhaps you have some memorandum in your office which you could put in?—Yes, I have a paper which gives the history of the contracts branch from the time of its starting to the present date.

7. The contracts branch was established in 1855, was it not?—Yes.

Mr. A. Major.

9 Jan. 1901.

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Mr. A. Major.

9 Jan. 1901.

8. What led to its establishment as a separate branch?—Before the contracts branch was established, stores that were required for the Army had been purchased by another headquarter department, the Board of Ordnance. The chief clerk of the Board of Ordnance discharged the duties which were afterwards transferred to the Director of Contracts.

9. Then there was practically no change of system?—No, as far as I can ascertain all materials and stores required by the Army had been purchased by the Board of Ordnance since about 1826.

10. Then the Director of Contracts' Office was not made in 1855 in consequence of any complaints in regard to the previous system, or because it had been ascertained to be faulty?—I believe it was not regarded as perfect.

11. And the system is practically the same now as then?—I say here, in this memorandum, "The contracts branch was created during the Crimean War. Until 1854, all contracts for army supplies at home were made by the Board of Ordnance. In June 1855, the Board of Ordnance was abolished, and at the same time a distinct contracts branch was established in the War Office superintended by a Director-General, whose title was subsequently altered to that of Director. The duties of the Director-General as defined by the original Order in Council were to consist: (1.) In providing, by means of public competition and contracts, for the supply of all military and other stores, and for the execution of other such services as may be required by the various civil departments of the Army. (2.) In making purchases and agreements when required, by private treaty on special written instructions from the Minister of War. (3.) In superintending the execution of all agreements made by him up to the time of final competition, and in taking all necessary steps for enforcing the fulfilment of all contracts." You will see from that there was no absolute change of system regarding the establishment of the contracts branch in 1855.

12. The scope and business of the contracts branch has been inquired into since then by various parliamentary committees, has it not, without any change having been made, and the principle on which it was established has been affirmed on various occasions?—Yes, in fact the last parliamentary committee that sat upon the contracts branch of the War Office had under its consideration a proposal, which they very properly rejected, to make a buying department for the whole of the service.

13. You mean not only the military service, but the whole of the Government services, I presume?—Yes, the whole of the Government services.

14. As your branch is now constituted, your business is primarily to supply goods according to specifications on demands made by the various districts and departments?—Quite so. There are, of course, exceptions to specifications, things that are bought according to samples or patterns.

15. Is there any difference in procedure as regards the orders which you receive from the districts and those you receive from military departments? Do they come forward in any different way?—I do not receive any demands from the military districts.

16. The military districts, I believe, buy certain stores locally without coming to you, but for what we may call more elaborate stores, their demands would reach you through the military departments at headquarters?—Yes.

17. When you have supplied the goods according to the specifications, they are inspected, are they not, by the inspecting branch, which is under the Director-General of Ordnance?—That is so.

18. During the process of manufacture do you take any action to see how the order is getting on, and whether it is being properly executed?—No. When contracts are delayed it is our custom, if we can spare time, to visit the works to see the contractor and ascertain what progress is being made.

19. Is that only when delay has already occurred?—That is so.

20. Would you, in the course of a large order, send a representative to see whether it is going on satisfactorily and likely to be up to time?—No.

21. Have you no machinery for doing that?—If it were thought necessary, I have the machinery.

22. Would you apply to the inspecting branch under the Director-General of Ordnance for an inspector?—I should apply to the Director-General of Ordnance, and say that I thought it was necessary to make an inspection of the works of such-and-such a firm in order to see how our orders were progressing. I have just done it in the case of guns and projectiles that are in order from certain firms. Two or three months ago I thought it was very important that we should know exactly how these orders stood. I selected my representative, who would deal with the matter from the contract point of view, and I asked the Director-General of Ordnance that experts might be sent with him to judge of the manufacturing progress made, and to form an opinion as to the time in which the orders would be likely to be completed. A competent committee was formed, consisting of my assistant director, the superintendent of the gun factory, and a mechanical engineer, Mr. Bannister, and they made an inspection of the works of the firms. The report, which occupied three weeks to get out, was a very elaborate one, and discloses information of a highly useful character, and has placed us in the position of knowing exactly the time in which these orders are expected to be completed.

23. What would have been the functions of your assistant on that committee, seeing that he would have no technical knowledge?—His function would be to deal with the matter from a contract point of view. He took with him full particulars of the contracts, and the times at which they were to be finished. He is always considered to be the proper man to go on expeditions of that kind as the representative of the Director of Contracts.

24. Would he have any power to examine into the order-books of the contractors, to see, for instance, that they had not, after taking an order from the Government, taken some other order from outside, which would occupy their plant and relegate the Government order to a second place?—Certainly. Going as the representative of the Director of Contracts, I do not say that he would necessarily examine into the books, but he would get the information verbally from the principals of the firm as to whether they had taken orders and whether those orders were interfering with the Government orders. Judging from the works, he would more or less be able to see whether the information given to him was correct.

25. Is there no condition attaching to the contract which would give him the right, if he had any reason for doubting the information thus given, to look into the actual books of the firm and see what orders they had in addition to the Government order?—I have never known a case in which contractors have refused to give full information to a representative of the Secretary of State.

26. There have been cases in the past, have there not, of a Government order having been relegated to second place, while another order taken by the firm has been put before it?—I think, in times gone by, there have been complaints in regard to the action of one great firm especially. In a case of that kind there are very great difficulties with a commercial firm in executing our orders, as there are a great many changes made in the progress of an order, especially in regard to guns and mountings. A firm has an order, say, for 28 9-2-in. guns; after they have the forgings ready, or perhaps when they have commenced, or are about to commence, the breach mechanism, there is an alteration made in the pattern which absolutely suspends any further work for the time being upon those guns. What are the contractors to do? They take up other work the moment the alteration in that gun is made. Perhaps the alteration may suspend all work on those guns for three months. In the meantime, having taken further orders, and having put the men on them, they must continue to employ them so as to finish the work in a certain time. It is difficult to take away the whole of the staff from that work and put them upon the work from which they have been temporarily separated.

27. (Sir George Clarke.) That means to say that within your experience you have no general complaint to make against contractors as regards their deliveries to the War Office?—No.

9 Jan. 1901.

28. Taking them through a series of years, whatever the contracts have been in respect of work done, you have generally found private contractors respond to the wants of the War Office, and eager to keep up their connection with the department?—That has been so as a general rule; there are some exceptions.

29. (*Chairman.*) Can you give a favourable opinion of private contractors as a whole during your experience of the last ten years with regard to punctuality in deliveries?—I can give a most favourable opinion; they usually execute their orders in the time promised. There are exceptions. Sometimes the failure arises from want of knowledge of their own capabilities, and sometimes contractors make promises recklessly.

30. Would you say delays in fulfilment of contracts are due mainly to changes of the work to be done, after the order has been given?—That is an important cause, but sometimes, of course, failure is due to manufacturing accidents, which interfere with the production of the article. With regard to the supply of an article like cordite, contractors sometimes go for a considerable time delivering with great punctuality, then something goes wrong; their glycerine, or their acetone is wrong, which probably it is not in their power to control, and a very considerable delay arises.

31. Referring to the point that delays take place in consequence of changes made after the order is given, such as changes of pattern, or of mechanism of guns, does that frequently happen?—It frequently happens in regard to warlike stores.

32. (*Sir George Clarke.*) That could only happen, I presume, in the case of manufactured articles, and not in the case of materials?—Yes.

33. (*Chairman.*) In the case of articles where there has been no change in the pattern, and where there have been no manufacturing accidents, but where there has been delay, for instance, in a supply of ammunition in which no change has been made, has it not occurred that contractors, having taken an order from the Government, have postponed that order in order to take up another order which has been given to them from outside?—We believe, in one particular case, such a thing did occur. I only know of one instance in which, I believe, our order for ammunition was postponed to enable a firm to execute other orders.

34. (*Sir George Clarke.*) You would not have any information of that, I presume, except in such cases as you have described, where you sent a committee down to inspect; you would not have any other means?—We should only have means of knowing of the work done towards the execution of an order by sending someone, and making an inspection.

35. (*Chairman.*) Unless the delay actually occurred, you would not have reason to make inquiry, and you would not make an inquiry?—No.

36. You have not a staff of your own to send down to keep you informed as to the execution of the order?—Many of my officers would be able to form a very good opinion upon the question.

37. If they did not go down, you would be in the dark until delay actually took place?—Yes.

38. Are there not some proposals now for further strengthening the contracts branch by giving it a staff of experts in manufacturing, to enable them to go down and follow the progress of large orders, and see that those orders are being satisfactorily executed, that delay is not likely to occur, and also to satisfy themselves that Government orders are not being relegated to a second place?—Yes, the Secretary of State decided that in June last, and an application has recently been put forward to the Treasury on the subject.

39. That application indicated, did it not, that the contracts branch required strengthening in certain particulars?—Yes, certainly. I may say that the contracts branch has been understaffed ever since I have been in it. Two years ago I brought under the notice of the authorities the dangerous condition of the contracts branch as regards the staff, and the Secretary of State directed a committee to go into the matter, and that committee reported, but no steps whatever were taken to strengthen the branch, although the work was being done under great strain. The men were working until 8 or 9 o'clock in the evening before this war broke out, and I have received no assistance to meet the extra pressure of this war,

except inexperienced additions to my staff. Although we have done well, I contend we should have done better if I had had a proper staff to meet the enormous demands caused by the war.

40. You formulated your demands, I believe, for an increased staff before the committee which recently sat under Mr. Powell-Williams?—I did.

41. Have you any additions to make to those demands?—Yes. The work since I formulated those demands has increased nearly threefold, and although you might suppose the pressure of the war, to a certain extent, was over, my work does not decrease in any shape or form; at present it is nearly treble what it was before the war broke out.

42. Would you be good enough to let the Committee have a statement showing your demands for increased strength under present circumstances?—I will. (See Appendix V. (g).)

43. Coming back to the point of the two travelling inspectors, which it is now proposed to add to your branch, do you think that their assistance will place you in a better position for being able to help the progress of orders and secure punctuality in deliveries?—I think they will. Of course during the time that they are not employed parading the country in the way proposed, I should employ them to great advantage in doing the current work of the contract branch.

44. If an order is executed satisfactorily, and up to date, does any report reach you to that effect, or do you simply know that the order has been executed satisfactorily in consequence of there being no complaint?—If the order was executed satisfactorily I should hear nothing of it.

45. It lies with you, does it not, primarily to inflict penalties on contractors, or to deal with questions of inflicting penalties, where there are delays, or where the work is unsatisfactory?—That is so.

46. As a matter of fact, do you usually enforce the penalties which are laid down in the contracts?—We do enforce them in a good many cases. We do not make a rule of levying a fine upon contractors if their explanation accounts satisfactorily for the delay. When a contractor is reported to me for being behind time in his deliveries, the first thing I do is to ask for the reasons of the delay, and if those reasons are satisfactory, we relieve him of the fine; if they are not satisfactory, we impose the whole fine or a mitigated penalty.

47. I suppose in your contracts, as in many business contracts, every day's delay carries with it a fine of so much?—No; our fines are not on the cumulative principle, but are limited to 2½ per cent. on the portion of the order which is not delivered to time.

48. (*Sir George Clarke.*) How many fines would be imposed in the course of a year?—Some hundreds, I should think.

49. (*Mr. Mather.*) Are they chiefly for delay in delivery?—Yes.

50. Not for any question arising out of the quality of the work?—That affects the delivery very largely. If a man is unfortunate, and has a lot of rejections, delay in deliveries often arises from the number of rejections that take place.

51. (*Sir Charles Welby.*) I see in your evidence before the Contracts Committee you said: "My action, I might say, in regard to inflicting penalties on contractors, is guided by the recommendation of the committee of 1873, on purchases for public departments, which reported in 1874. They went very fully into the question of fines, and said that the imposition of penalties should be discouraged, but the practice substituted rather of buying in default. This is the principle which guides me, not only because it is the recommendation made by a House of Commons Committee 28 years ago, but because from experience we find it is the best course to adopt."—That is our guiding principle. If a man does not deliver goods in time, and we think his explanation of delay is not satisfactory, we buy in default, and charge him with the excess cost.

52. As regards a certain number of things on order there are a limited number of firms who supply, and you find it rather difficult, do you not, to punish them in that way?—Yes; it is impossible to buy in default in some cases.

Mr. A. Major.

9 Jan. 1901.

53. In these cases do you inflict a penalty?—Yes, if the explanation of the delay in delivery is unsatisfactory. I may say that as regards penalties to contractors of warlike stores, it has not been usual to inflict a penalty for delay.

54. (*Sir George Clarke.*) Is it not difficult to discriminate between the excuses you get, as it must be very difficult to say whether an excuse is valid or not?—If there is any difficulty in judging as to the excuses that are furnished by contractors, and if any expert knowledge was required, we should refer to the Director-General of Ordnance, but, generally speaking, we have the means of forming an opinion.

55. Before a fine is inflicted, would you apply to the Director-General of Ordnance for an expert's opinion?—Certainly, if it were necessary.

56. If you were not quite satisfied with the explanation offered, would you consider it necessary?—Yes.

57. (*Chairman.*) That is to say, in every case, the circumstances under which the delay has occurred are inquired into; do you deal with that yourself, with or without consultation with the Director-General of Ordnance, or are such cases taken up to the Financial Secretary?—Of late years this duty has been delegated to me by the Financial Secretary, and I have decided the question of fines on his responsibility.

58. You would consult him, however, I suppose, on important cases?—Certainly, and if there were any discussion between the supply department and myself upon the subject of levying a fine, I should, as a matter of course, go to the Financial Secretary.

59. (*Mr. Gibb.*) Do you keep a book in which you record the contract time of delivery and the actual time of delivery?—No, we do not.

60. I suppose, getting out a statement showing the number of cases where delay had occurred over a period, would involve a good deal of work?—Yes.

61. (*Sir George Clarke.*) May we take it that you would not know of delay unless a case was specially reported to you by the purchasing department?—No, we should not.

62. (*Mr. Mather.*) Would you say, from your experience, that the delays which have taken place from time to time have caused great injury to the service, and do you consider those delays are occurring too frequently from the want of proper care on the part of the contractors, or from their having made promises which they cannot keep?—Where the delay is in the execution of an order for stores, it is always inconvenient, and sometimes specially so. We frequently pay a special price for time of delivery, and when the time of delivery in that case is not kept, we, of course, visit the penalty upon a contractor with much greater severity. We inflict penalties to the fullest possible extent.

63. Is the work of your department impaired seriously by the delays of private contractors, and have you much to complain of, taking a period of two or three years?—Generally speaking, we have not much to complain of.

64. You gave us only one case, and you spoke of delays arising out of changes of pattern and changes of mechanism in guns, carriages, &c., and I believe you pointed out that that was the chief cause of delay; is that so, or are the delays caused by the private contractors?—The delays arise largely from both causes.

65. (*Sir George Clarke.*) You would not know the delays caused in most cases, I take it, unless they were such as to raise a complaint from the purchasing department?—That is so.

66. You could not tell us, I suppose, the percentage of contracts throughout the year that were behind time; you could only say that there were delays?—That is so.

67. Taking the whole of your contracts for a year, you would not be able to say what contracts were fulfilled up to date, and how many were behind time?—We could always find it out.

68. Only by reference to the purchasing or demanding department?—We could find it out by the returns furnished to us. In regard to the materials which are supplied to the manufacturing departments, we have found by experience that some of the orders which we give for the supply of materials, although promised within certain dates, are apparently allowed to remain

dormant. This seems to have gone on to a very considerable extent, and in order to enable us to judge of the capacity of contractors to deliver, and to find out whether we are justified in placing further orders with certain people, we have asked for half-yearly returns from the factories of cases in which delays have occurred, and where the deliveries are long outstanding.

69. From those returns you could, I suppose, draw up a schedule of contractors who were in the habit of being behind time?—We make a note against contractors when the delay in delivery is very considerable.

70. Do you keep any statement of the rejection of materials or goods from contractors?—If the rejections are excessive, we note that.

71. How would you know the rejections are excessive unless it were reported to you?—We always get a report.

72. Do you get a report for ordinary rejections, or only for excessive?—Not for rejections calling for no special comment, but wholesale rejections are reported to us.

73. (*Chairman.*) All articles supplied are inspected by the inspecting department under the Director-General of Ordnance?—That is so.

74. That inspection, I presume, is severe, on the whole?—I do not think it is too severe.

75. Contractors do sometimes make complaints, do they not, that the inspection is unnecessarily rigorous?—They do.

76. And you do not think there is much ground for those complaints?—As a general rule, I think not.

77. Your primary function being that of supplying orders according to specifications, another function which grows out of that is to keep in touch, I take it, with all the existing sources of supply in the country for the different articles, and to keep yourself informed as to the prospective sources of supply?—It is our duty to know the sources of supply, and to have them available when required.

78. That duty you consider, I believe, is one which could only be discharged by a central department?—I think it is certainly better discharged by a central department.

79. And, again, arising out of that, you have what almost amounts to a third function, that of encouraging and developing certain sources of supply?—That is so.

80. (*Sir George Clarke.*) Have you, by that developing system, obtained a number of contractors who supply particular articles?—Yes.

81. You have more contractors now than formerly?—Yes.

82. How do you work that system; how do you develop a trade?—We advertise.

83. No one can get on the list, I believe, without application?—No.

84. (*Chairman.*) Do you hold out expectations, as it were, to any particular trade that there is a likelihood of Government orders for certain materials during the next few years?—We advertise yearly.

85. Apart from your advertisements, do you do anything to foster those expectations?—No. The manner in which we add to our lists is, to make inquiries where it is necessary. We have gone all over the country to find contractors who would do our work during the recent pressure. We increase our sources of supply in every possible way, and wherever it seems feasible to get additional assistance when it is required. With regard to harness, when the demands were so enormous, nearly every man in the trade was occupied. We looked down the list of contractors in the harness trade, and asked them whether they would not like to tender for us, at the same time telling them we have plenty of work, and should be glad if they would look through the list of things we required, and see what they could do, and then we would send them tenders. By that means, taking harness as an illustration, where our harness orders before were distributed between five or six firms, we have so enlarged the area of supply, that we have now 100 people on our list. Though the advertisement is the ordinary method, when we have any real necessity for additional sources of supply, we exercise any method we can of finding out those additional sources.

Mr. A. Major.
9 Jan. 1901.

86. Who decides, as regards the distribution of orders, what proportion of identical articles should go to the Government manufacturing departments, and what proportion should go to the trade?—That is done at an allocation meeting at the beginning of the year, the members of that Committee being the Financial Secretary, who presides, the Director-General of Ordnance, the Director of Contracts, the Director of Naval Ordnance, and the Accountant-General.

87. (Mr. Gibb.) It is not quite clear to my mind what stores you buy; will you describe, generally, what they are? Do you buy food, forage, and all warlike stores?—Yes.

88. Do you buy all the supplies for the Army at home?—The contracts that are made in the district for the supply of commissariat stores, although they are accepted by the General Officer Commanding, are all submitted to me for criticism and approval.

89. What is the duty with which you are charged? As I understand it, from your evidence, you buy through the organisation of your department the whole of the stores required for the Army?—That is so. The purchase of horses and mules is carried out by the Inspector-General of Remounts.

90. Does any other department buy anything?—Only so far as I have delegated my authority to other people to make small purchases.

91. Is that done under the responsibility of your department?—Yes.

92. To what extent have you delegated that responsibility to districts?—There is no absolute delegation. Districts have the power to purchase stores locally up to 50*l.* in value, and the Principal Ordnance Officer at Woolwich has authority to buy stores up to 25*l.* in value. Until recently his powers were limited to 10*l.*, and he asked for further extension of power, and after submission the Secretary of State decided to give him authority to purchase up to 25*l.*

93. So far as the Secretary of State has committed that power to districts, the purchases are withdrawn from your responsibility, are they not?—No, because I always revise all those purchases.

94. Then it is practically a delegation from the Secretary of State, through you, to make those local and small purchases?—Yes.

95. But, broadly speaking, you are responsible for the purchase of all stores, of whatever kind, for the Army?—Yes.

96. The first stage in your business, I presume, is to get a requisition?—Yes.

97. From whom do you get the requisition?—From the different supply departments, from the Principal Ordnance Officer at Woolwich, from the Chief Ordnance Officer in charge of the clothing department at Pimlico, from the Ordnance factories for their materials, &c. I receive these requisitions from the factories through the Chief Superintendent of the Ordnance factories.

98. Each department requisitions you for the materials and stores which it wants?—Yes.

99. And do these requisitions come to you direct from the heads of departments?—Yes, generally speaking, but requisitions for stores for the manufacturing departments do not come to me through the Director-General of Ordnance, who is the head of the Ordnance factories, but they come, as I have said, from the Chief Superintendent of Ordnance Factories.

100. From whom do you get a requisition for the supply of food?—From the Quartermaster-General in the War Office.

101. I understand you have a general responsibility for all purchases, and I want to get in detail how you, under your responsibility, provide the stores requisitioned by the various departments, and in what form, and from whom, the requisitions reach you?—The requisitions for all food supplies which are not provided by the general officers commanding in districts come to me from the Quartermaster-General.

102. Will you tell us what are the food supplies provided by the general officers commanding in the districts; are they for the current needs of the troops in the district?—Yes.

103. Then the general officer commanding provides for the current needs of the forces under his command?—Yes, as far as food supplies are concerned.

104. And these actual contracts or purchases do not, in fact, pass through your office, although made by the delegation of your responsibility?—They come to me for examination and approval immediately after they are made.

105. If a general officer commanding enters into a contract for the purchase of meat, when is that contract sent to you?—Within a few days after it is made.

106. By whom?—By the general officer commanding.

107. What do you do with it?—Audit it.

108. Do you examine it?—Yes.

109. As regards price?—In these cases we have a schedule of tenders received, and we look through the schedule and see that the lowest tender has been accepted, or, if not, that there is some explanation given as to why it is passed over. We see that the people accepted are not on the ineligible list, as there are always a large number on that list who may be wrongly accepted.

110. And you supervise the local purchases of food by the general officers commanding?—Yes.

111. How far in practice do you find that you have to alter or cancel, or raise questions about these contracts locally made; are they generally right or are they often open to question?—The majority are correct, but there are a good many errors. I have a list which I will hand in to the Committee.

112. On the whole do you find that general officers commanding carry out the duty of local purchases satisfactorily?—I think they do.

113. They enter into wise bargains, and get things at fair prices?—Certainly.

114. When you get a requisition for stores, do you concern yourself with the quantity required?—No.

115. Or with the quality?—No.

116. Or with the pattern?—No.

117. Or with the time of delivery?—No, those are all stated on the requisitions.

118. These, then, are all matters fixed by the requisition?—Yes.

119. By the requisitioning department?—Yes.

120. Do you consider that you have any responsibility whatever in regard to any of these matters or do you consider that you are bound to buy according to the requisition of any department?—Certainly.

121. Supposing you thought that there was sufficient stock in hand of an article requisitioned, would you take that question up at all?—No, I should not.

122. You are simply covered by the requisition made?—Entirely.

123. Is the selection of firms from whom the purchases are made fixed by the requisitioning department or by you?—As a general rule it is fixed by me, that is to say, I go to the firms who are on the War Office list.

124. It is not part of the requisition that the article should be supplied by any particular firms?—Generally speaking, no; but in the case of the Ordnance factories they often specify the firms whom they think should be invited to tender, and I follow that out; but I exercise my discretion in adding firms to the lists which they give me, in order to show that we are not restricting our tenders to a limited competition.

125. Do you exercise that discretion with or without consultation with the requisitioning department?—I do that without consultation, but I do not give an order or fix on additional firms without the concurrence of the requisitioning department.

126. If the requisitioning department suggested that A., B., and C. should be asked to tender, you might add D. and E., but you would not give the order to D. or E., although they were on your list, without consultation with the requisitioning department?—That is so.

127. Have you any responsibility in regard to the stores to be purchased, any general responsibility, for what kind of stores are to be bought, and in what quantities?—I have no responsibility.

128. On whom does the responsibility for that rest? For example, take an article like field-glasses. Supposing it was desirable to have a large number of field-glasses for use in the field, does the suggestion of that need lie with you, or with whom?—With the Director-General of Ordnance.

Mr. A. Major.
9 Jan. 1901.

129. Then you do not decide on questions of necessity for purchase?—No.

130. You simply buy what you are asked to buy?—That is so.

131. Does the requisitioning department always supply the specification?—The requisitioning department would give a reference to the specification; the specification of a store is really left with the inspection department.

132. After a store is delivered?—No.

133. What has the inspection department to do with it?—I believe the inspection department is the department that always prepares the specification.

134. Who settles the quality of the article required?—That is done by the requisitioning department.

135. As the question of price is governed by specification, is that a matter into which you look, or do you leave that entirely to the specifying department?—The allocation of an order is, theoretically, always done in conference with the requisitioning department.

136. What I mean is this: There are two ways of specifying (1) better quality, higher price, (2) inferior quality, lower price. Now, do you enter into that question at all, or is the question of the form of the article required settled entirely by the requisitioning authority?—Entirely by the requisitioning authority.

137. Then you do not, as it were, judge extravagance of specification, or economy of specification?—I do not until it comes to a stage at which, owing to the extravagance of specification, I am unable to purchase the stores.

138. Supposing more copper was used in anything than was desirable, would you not pass judgment on that at all?—I will give you an instance. The timber in forms which soldiers use must be of such exceptional quality, free from knots, and so on, that although there were many thousands of these forms required, I was practically unable to buy them in consequence of the specification, and I went to the Director-General of Ordnance and said to him, you are asking me to buy things which cannot be obtained, the timber is not in the country. As a result of that the Director-General of Ordnance said, let me see some of the contractors, and we came to the conclusion that the specification must be modified. The consequence is that it has been modified, and I am able to buy as many as we want.

139. Short of putting you, as the purchasing department, into extreme difficulties, you do not exercise any supervision over the quality or kind of things bought?—I do not.

140. As regards the introduction of new material used in manufacture, or new processes of manufacture which lead to improved types at lower prices, is that subject one to which you give attention; do you watch the course of trade in these respects, or is that the duty of the requisitioning department?—The requisitioning department would do it to a certain extent, but, of course, in any case of that kind, where an economy might be affected by adopting a different kind of store, I should certainly bring it under the notice of the Director-General of Ordnance. For instance, take a domestic article of consumption like scrubbing brushes. Ours is an article made of the best bristles. Bristles are now exceedingly dear, and very difficult to obtain. The price has gone up enormously, so much so that our contract price for these articles is now somewhere about 2s. 6d., but a contractor comes to me and tells me of the difficulty, and says that nine-tenths of the population of this country use brushes that are made of American fibre, and instead of giving 2s. 6d. for them they can be supplied at 6d. In this case I should go to the Director-General of Ordnance and say, this is the price of supplying these articles to our sealed pattern, do not you think it worth considering whether we should not have the cheaper scrubbing brush of which any quantity can be obtained with ease, and he will naturally say to me, I think it would be. He would consult his experts, and probably it would result in giving a trial order for 10,000 of these scrubbing brushes, and, if successful, we should adopt the fibre instead of the bristle. In cases of that kind, which the trade brings under my knowledge, I bring them under the notice of the Director-General of Ordnance.

141. Do you confine it only to the cases where the trade brings the matter under your notice?—I am, of

course, making a general observation. I might make suggestions of a similar kind from general knowledge.

142. In these days of changes in trade, the introduction of new material is a question that must frequently arise. You have said that if it came to your knowledge you would suggest that there should be a change of sealed pattern, but is it your duty to see that the sealed patterns are altered to accord with the most modern practices of each trade?—It is not.

143. Whose duty is it to see that the supplies of the Army are in accordance with the best powers of each producing trade?—The Director-General of Ordnance is alone responsible for the patterns of the stores which are used in the Army, I have no responsibility, theoretically, for the pattern of stores used for the Army.

144. If a change of pattern were desirable, whose duty would it be to find out whether it was desirable?—The Director-General of Ordnance, but in cases in which a change of pattern is desirable, and it comes under my knowledge, it is my duty to indicate the fact to the Director-General of Ordnance, in order that he may consider it. I am not charged with that duty.

145. Do I understand that you practically decide on the firms to be asked to tender?—Yes, except in the manufacturing departments for materials.

146. Do you consider that your knowledge of trade and traders enables you to discharge that duty satisfactorily?—Certainly.

147. You know the possible firms to supply any article required for Army services?—We think so.

148. Do you keep up your knowledge by the ordinary commercial means by inquiring about the progress of each trade and the firms engaged in each. Supposing a new firm started a manufacture of an article, what means have you of finding out the introduction of new firms?—If it were a limited trade, we should probably know of it, but we should wait for the firm to apply to be put upon our list to supply.

149. You do nothing beyond the advertisement you referred to?—Unless our competition is limited; if that is very limited, we take steps to make inquiries as to enlarging our competition.

150. (Sir G. Clarke.) You ask a firm to come in competition with the trade?—There are only two firms who can make gun carriages, but I have tried to develop other firms.

151. If you found a case where the prices were very high, would you take steps to develop a third or a fourth firm?—Of course the carriage trade is a very difficult one, it means an enormous plant, and unless someone comes forward to volunteer to enter into the business in the hope of receiving an order, we have not gone so far as to take steps to initiate.

152. There have been firms who have been thinking of taking it up, have there not?—They think of it, but they go no further; they say they want orders guaranteed for three years of such and such magnitude; that, of course, would be a question if a firm came along and there was such demand for carriages that there was a necessity for getting other firms. It would be a matter for consideration, and would no doubt be brought to the notice of the Secretary of State.

153. You would not make a promise, and you could not take any initiative as to bringing a third firm in?—It is a very difficult thing to do.

154. (Mr. Gibb.) Have you found any difficulty in normal times in getting an adequate supply of contractors to tender for your work?—No, not at all.

155. So that the necessity for encouraging new people to go into any particular trade does not seem to have arisen except, possibly, in regard to special things?—No, that is so. Our competition, on the other hand, for a very large number of things is getting so extensive that it is difficult to deal with the large number of tenders.

156. Before you accept tenders, what steps do you take to find out the ability of the contractors to supply?—That is all done before the firms are put on the list. We only take firms who are considered capable of carrying out the contract.

157. The state of the firm's order book may be a more important question than the position of the firm?—We have no knowledge in giving a tender whether we shall get the articles at the time stated for delivery, but we do not go into the question of the order book.

158. If it were very important that the article which you were ordering should be delivered promptly and at contract time, would you not, before placing the contract, ascertain by actual inquiry the state of the order book of the firm to whom you gave the contract?—No, we should not.

159. You would not inquire whether there was anything in the amount of business they had on hand which might interfere with their satisfactory performance of your contract?—No, we should not; whatever the state of their order book, if a man gives a promise, and we tell him we shall expect the order completed to time, we should expect him to carry out the order promptly.

160. If you know the firm's works are fully occupied for six months ahead, would that affect your judgment in settling whether you would give them a contract or not?—No, not if the firm promises to deliver to time.

161. It may mean his putting aside other work which which he has in hand or leaving your order to take its chance after the other orders are finished?—He would probably be the fittest man to undertake the order.

162. Do not you find that manufacturers tender when they know they are really not in a position to supply the goods, and they tender at a high price, just on the chance of getting a good order?—I cannot tell, it is difficult to say when tenders come in as to whether a man is tendering at a high price because he does not want an order, but it is possible that it may be so.

163. Is it not possible, by inquiring, to find out the position at the moment as to the firm's ability?—If we have a lower tender which is accepted, we simply ignore the higher tenders.

164. Is price the governing consideration?—No, time of delivery and other things are taken into consideration.

165. Time of delivery must be dependent upon the ability of a particular contractor to make and deliver at the moment?—That is so.

166. That must depend upon how he is situated as regards orders in hand?—Yes.

167. Then you make no special inquiry about a matter of that sort?—We do not.

168. You really depend upon the contractor's promise as regards delivery?—Yes, except in special cases.

169. Do you form a judgment on the prices, or do you go by the lowest tenders?—We form a certain judgment on the prices. If a man's price was lower than that at which we considered that the article could properly be supplied, before accepting, we should communicate with him and ask him whether he was certain about his price, and we should send a pattern so that he would know what he was tendering for.

170. After his explanation, if it was still thought that his price was lower than he could do the work for, would you give him the contract?—We might not accept him.

171. Supposing prices all came in too high in your judgment, what would you do then?—Sometimes we decline the whole of the tenders.

172. You would then refer it back to the requisitioning department, I presume?—If time was not an object, we should decline the whole of the tenders, and should issue them on another occasion.

173. Would you do that on your own responsibility?—We should not do it without the requisitioning department concurring.

174. When tenders are received, do you negotiate with the firms in any cases?—That is a question which was brought up before the War Office Contract Committee, but, speaking as the Director of Contracts, we do not.

175. If you had reason to suspect that the tenderers had put their heads together and consulted with each other as to the price to be put in, would you then take the lowest tender without making further inquiry?—If the price were too high, we should not accept. Firms sometimes quote prices which are too high.

176. I am not speaking of firms who manufacture special articles, but I mean in the ordinary course of trade?—As a rule, I do not think such cases occur, as our competition is so large, and we have a system of always comparing the previous prices with those coming in.

177. Do you consider that you buy as cheaply as other buyers?—I think we buy cheaper. As large buyers we are second to none in the world.

178. What steps do you take to find out what other buyers do?—We get that information furnished to us by the trade generally; we have no means of finding out what other buyers are doing.

179. Do you ever compare notes with other buyers, such as railway companies, who buy the same things as you; do not you write and ask what they are paying for such and such a commodity?—No, we have never done that.

180. You have always been satisfied that the prices tendered were the lowest that the market could give?—That is so.

181. As a rule, you buy cheaply?—Very cheaply, I think. When Mr. Powell Williams came here with a knowledge of Birmingham business, he intimated to me that we were the laughing stock of the Midlands, because we were paying 3*l.* or 4*l.* a ton more than the proper price for copper. I am afraid there was some actual ground, perhaps, for that at the time, but it was due to the fact that we were then buying copper through brokers, to whom a promise of continued employment to a certain date had been made by my predecessors, which could not well be ignored. I have stopped buying all metals through brokers, and the consequence is, I think, we are buying copper now cheaper than anyone else. We are informed that we often buy at a profit of no more than 1*s.* 6*d.* a ton to the vendor.

182. Can you give us any idea as to the total quantity of coal purchased for the Army?—I cannot tell you now, but I will hand in the figures, if you wish.

183. Do you buy coal?—Yes, by tender.

184. Do you stack it, or do you buy it for immediate consumption?—It is stacked down at the factories, and there are yards all over the country. I do not think they have large stacks at the barracks.

185. What is the ordinary practice, to buy coal for immediate use, or to buy it to put into a stack and then to use from stack?—The ordinary course is to buy coal for the ordnance factories for delivery from time to time by ship alongside, and as it comes in it is taken to stack. In regard to barracks, it is usual merely to supply what is required.

186. Do you buy the two kinds of coal, for firegrate purposes and for manufacturing purposes?—Yes.

187. Do you select the coalfield in which the purchases are to be made?—Yes.

188. And the point where delivery is to be made?—The point of delivery would be mentioned by the factories precisely, and by the districts.

189. (*Sir Charles Welby.*) The vast majority of coal is ordered locally, I presume?—Yes, but all coal contracts come to us for acceptance, even if the tenders are sent out in the districts.

190. (*Mr. Gibb.*) In regard to coal, the delivery point is rather important as regards the price?—Very.

191. You buy, I suppose, for delivery at the point requisitioned?—Yes, for the point indicated by the department requiring the coal.

192. At what dates do you buy coal? Do you buy it at certain times, or are you constantly buying throughout the year, according to necessities?—We buy for long periods. The ordnance factories' contract is put out for a year.

193. At what period of the year is it put out?—At the beginning of the year; I believe it is in February. We do not bind ourselves to take for the year when the market is uncertain, and if from information we have got it is considered a bad time, we then reduce the period and only put it on tender for six months or three months. We exercise all the knowledge we can bring to bear on the subject, but usually the period is for a year.

194. That is with regard to manufactory coals?—Yes.

195. What about household coals?—That contract is for a year also.

196. After the tenders are accepted, you enter into the contracts for the purchase of various articles. Who settles the terms and conditions of the contract; do you, or the requisitioning department?—The specifications of the contract are laid down by the requisitioning department, but there are certain conditions that apply

Mr. A. Major.

9 Jan. 1901.

Mr. A. Major. to all contracts, and those conditions are usually settled by me.

9 Jan. 1901.

197. During your examination by the Chairman, you mentioned certain conditions with regard to special examination during manufacture. Do you exercise your judgment as to the necessity for introducing special conditions into special contracts?—In regard to providing for inspection during progress of manufacture, that would be probably suggested by the requisitioning department, or upon the suggestion of the contractor. All steel and all kinds of forgings are inspected during the progress of manufacture; and that was really a suggestion which was made by the contractors as to desirability of having inspection conducted while the work was in progress.

198. You do not exercise your judgment on the question of whether it is necessary in particular contracts to introduce special conditions to secure their performance?—No, not unless special circumstances made it desirable in any case to have inspection during the progress of manufacture. If any particular case occurs, I should bring it under the notice of the Director-General of Ordnance, and, if he thought it was expedient to have an inspection, it would be done.

199. You would not expect the contractor to suggest a condition which would be for the regulation of the contractor?—The contractor does in many cases suggest an inspection. For instance, all small arms are inspected in progress of manufacture, all sword-bayonets are inspected also, and there are many other things of that kind that it is expedient and absolutely necessary to inspect during manufacture.

200. (*Sir G. Clarke.*) The inspection department would insist upon that, would they not, and that would not be at the request of the contractor?—Sometimes, as in these things, it is expedient that there should be an inspector on the premises.

201. (*Mr. Gibb.*) Is it your duty to see that contracts are executed according to their terms?—It is the duty of the receiving department to see that the contracts are executed according to their terms.

202. Of course when you enter into a contract certain things are stipulated, time of delivery, and so forth; now is it your duty to see that all these are carried out?—It is for the receiving department to see delivery carried out.

203. When you make the contract, do you consider that your responsibility is at an end unless the receiving department communicates with you?—That is so.

204. You do not consider that you have a general responsibility to see to the proper execution of a contract?—It is done in that way, and it would be impossible for me to do that, as I have not the staff available, and it would give an enormous amount of trouble. The receiving department notifies to me in any case in which the contract is not being observed.

205. Do you send a copy of every contract to the requisitioning or receiving departments?—Yes.

206. Is the receiving department always the requisitioning department?—Yes, always, except in the case of the ordnance factories, where I get requisitions from the chief superintendent of the ordnance factories for materials, and the materials may go to the superintendent of the particular factory requiring them.

207. What I want to know is how far you, representing the buying department, keep in touch with the requisitioning department and the receiving department?—The requisitioning department and the receiving department, you may say, are the same.

208. You do not recognise any responsibility unless the matter is brought to your notice after the contract has been approved by you?—That is so.

209. It follows from that that you do not inspect on delivery?—No.

210. The inspection is done, I presume, entirely by what I may call the using branch?—That is so.

211. Do you think it would be desirable to have an inspection under the control of the buying department to say whether the things are in accordance with the contract, as well as the inspection by the using department, before the things are issued from store to the using department?—Do you mean to say a double inspection?

212. An inspection before taking into stores, and then an inspection by the using department before

they use the things in manufacture?—I do not think it would be expedient or necessary.

213. (*Sir G. Clarke.*) It would be very expensive, would it not?—It would be an enormous expense.

214. (*Mr. Gibb.*) The inspection by the using department is an inspection by people who are about to use the things?—Yes.

215. If there were an inspection by the contract branch to see whether they were delivered according to contract, would the subsequent inspection by the using department involve the employment of special inspectors? That would be simply an inspection by the department about to use the things, as to whether they were fit for use?—After the stores that are received have been inspected by the inspection department, the receiving officer, so to speak, the principal ordnance officer at the large stores at Woolwich, would have no power to find fault with these stores, which are supposed to be the proper stores, and would accept them on the responsibility of the inspection department.

216. Is there not rather a weakness there, that the entire responsibility for inspection should be divorced from the buying department?—I should not myself say that it was a source of weakness. I think it is desirable that the buying department should be divorced from the inspection, and that the present arrangement of one person buying what he considers to be right and another department saying whether they are the articles required is the best principle that can be carried out.

217. You think then inspection should be in the using department?—Yes, perfectly independent of the buying department, and it has been independent of the manufacturing department. It is so now in regard to all articles obtained from the trade; but since the manufacturing departments have been placed under the Director General of Ordnance, instead of the Financial Secretary, the Government manufacturer and the inspector are directly under the same departmental head.

218. Should not there be an independent inspection apart from the buying department and using department?—I do not think it is necessary. The inspection department practically represents the using department, as the inspection department and also the using department are under the Director General of Ordnance.

219. You say that you do not arrange for inspection during manufacture; will you tell us whether that inspection is carried out by the inspecting department?—It is. All small arms are inspected during manufacture—steel, gun carriages, and things of that sort. Wherever inspection can be advantageously carried out during progress of manufacture, I think it is done.

220. Do you consider that contractors on the whole deliver well up to contract time?—On the whole, certainly.

221. Have you not had any special reasons to be dissatisfied?—Only in certain cases. I have had great reason to be dissatisfied as regards the deliveries recently in certain special cases. But the ordinary supplies come in very fairly well on the whole. The penalty which we think brings contractors up to time is that we do not deal with them again if they do not deliver to time,—although we may keep them on our lists—we generally reduce their orders. We will not give orders to the contractor who does not keep time where it is possible to get other contractors.

222. Is there any delay in your office with respect to requisitions?—None.

223. When these requisitions reach you the specifications have already been settled, have they not?—Yes.

224. And there are no other preliminaries to settle after receiving the requisitions?—No.

225. And there is no delay in your office between the requisitions and the tenders?—There is a certain time taken up in putting out tenders, but when the requisitions are received, they are taken in hand the same day.

226. Have you had any complaint in regard to delay taking place between your receiving the requisitions and your placing the contracts?—No, I think not.

227. Is a local contract entirely exclusive of a general contract according to your system adopted?—There would be no local contract for a thing included in a general contract. May I ask the particular article which you have in your mind?

228. I was not thinking of any article, but rather of the system, because sometimes articles might be

included in a general contract for supplying throughout the whole of England, and while some districts might get their supplies under the general contract, other districts might make their own contracts locally and get those supplies under local contract?—They would not be allowed to do that. Any running contract we have for supplies throughout the Kingdom are notified to the districts, and they are obliged to draw supplies from the contractor who has that running contract.

229. I wanted to know how far you adopted making general contracts throughout the Kingdom, from which supplies could be drawn, and how far you delegated the making of contracts to the districts?—The delegation of making contracts to the districts is limited practically to the food supplies. They do not make contracts for other things, except that there has recently been an extension as regards building contracts up to 2,000*l.* in value, but otherwise no contracts are made in the districts.

230. Practically speaking the local contracts are confined to food supply contracts?—Yes.

231. You have said that you think your office has been understaffed, and you have made representations to that effect?—Yes.

232. What part of your contract work do you consider occupies the greater share of the time of your staff?—The contracts for general stores form the bulk of the work of the branch.

233. If there were any proposal to transfer the making of contracts to the military districts, what branch of work would give you most relief if transferred?—We could not delegate to the military districts the duty of making contracts for general stores, because we would be buying in detail instead of wholesale. For general stores required for the Army it would be an expensive thing to allow the work to be done by the districts. I should say, in the first place, the difficulty of buying in districts is the question of inspection. You see we have already a very expensive inspection staff and that inspection staff is located at Woolwich, but to allow General Officers to buy general stores in districts without a proper inspection staff would be, I should say, a most inexpedient proceeding.

234. But supposing there were proper arrangements made for inspection?—If proper arrangements for inspection were made it could be done, but there would still be the objection that we are now buying in large quantities, and should have to buy in smaller quantities.

235. This Committee is asked to consider whether the making of contracts should be in whole or part transferred to the military districts, and what I want to ask you is, supposing the Committee were of opinion that it would be desirable to transfer part of the duty to the military districts, which part could be best transferred from your point of view?—I could not answer that off-hand.

236. As I understand you, you think no part could be transferred?—I do not think that any part can be transferred with advantage to the public service, from the point of view of economy.

237. Do you consider that the system now followed in the distribution of the business as regards contracts works well?—Very well I think, and it is on the same lines as all commercial businesses, so far as I have been able to ascertain.

238. We are asked also to consider the question of financial checks and financial control. Can you tell us what financial control is exercised on your department, and how far the Director of Contracts feels the effect in the practical conduct of his business of any financial control that may be exercised?—The financial control, as far as I am concerned, is what I might call of a general character. I am precluded by the Treasury rule, for instance, from increasing the price of a contract if once the contract is entered into.

239. Financial control then touches you very little; but supposing a department asks you to buy so many articles with the money at their disposal, the question of exceeding their vote has nothing to do with you, I presume?—If I knew that the department ordering were giving orders very largely in excess of the amount of money voted, I should bring it under the notice of the Accountant-General.

240. As a rule you buy what you are asked to buy by people with the money?—That is so.

241. (*Sir G. Clarke.*) You do not think it any part of your business then to concern yourself with any financial control that is exercised?—Of course there is a question in my mind, rather an important one, coupled with examination and audit of the bills that come in under contracts that are made by me. All these bills go to the Accountant-General's Branch for examination and audit, and doubtful questions arising out of the contract they have to refer for my opinion. I think myself, the Director of Contracts being the commercial side of the finance branch, that the audit of those bills could be with advantage and with considerable saving of work effected by the contract branch. It would save a certain complication of work, and I could arrange my contract books so that the bills could be checked with the records kept in the contract branch just as well as they are done in the Accountant-General's Branch, I want to provide for a certain elasticity in my branch, as I have always had the minimum amount of staff to work the branch.

242. (*Chairman.*) I think you said you would give us a statement as to the condition of your staff?—Yes, but I am now referring to economy of work which I think would result from having the bills examined and audited in my branch instead of in the Accountant-General's.

243. (*Mr. Gibb.*) Who deals with invoices?—They do not come to me at all.

244. What bills are you now referring to?—All bills for payment under the contracts which I make are sent to the Accountant-General and paid by him. They also go to that branch for audit before payment. My opinion is that these bills could be better examined and passed, and with greater facility in my branch, as I have the papers referring to them, and we have a lot of information as to what should be allowed under a claim made by a contractor. My opinion is that the Director of Contracts, from his knowledge, and the knowledge being fresh in his mind, can better and more rapidly decide upon the claims made than another branch to whom the work is perfectly new.

245. Is not the inspection branch more concerned than the contract branch with questions of that sort; as you have said you practically have nothing to do with the contract after it is made?—I am speaking of the bills that come up for payment.

246. The bills must come up to the War Office for payment and the checking of the bills must be largely dependent upon the deliveries under contract?—The bill before it comes up to this office is certified to by the inspection branch and by the principal Ordnance Officer, both as to the character of the supplies and the amount. That is to say, they have satisfactorily passed inspection and have been received into store—that is certified on the bill before payment is considered. The price is inserted locally. I think the passing of those bills could be better done, and would save a certain amount of labour, if the examination of them were transferred to my branch.

247. What information would you have in your branch that would be more accessible than information in the Accountant-General's branch?—I file all contracts.

248. Does the Accountant-General have to refer to them in your office?—If there is any question of price or a question that arises out of the contract, he deals with them, but he has to refer the matter to me, and liability under every contract can be furnished to the Accountant-General.

249. (*Mr. Mather.*) I understand you consider your department has for a long time past been vastly overtaxed, even before the war, and that you are understaffed as regards men, therefore your duties have been performed more or less under great pressure?—Yes.

250. I also understand that your duties comprise buying of everything ranging from scrubbing brushes to steam engines, and the giving out of contracts for the heaviest guns, and supplying everything that is necessary for the manufacturing departments of the War Office?—That is so.

251. You, yourself, appear to be from the description you have given us, in that very powerful position of buying merchant to the various departments of the War Office. They come to you with their various requirements, and you, not having any technical knowledge necessarily of the articles they require, go into the

Mr. A. Major.

9 Jan. 1901.

Mr. A. Major. markets and seek to buy for them in the best possible way?—That is so.

9 Jan. 1901.

252. When you have to deal with the question of a gun, you, yourself, have no idea as to why that gun has been ordered from a private contractor; it may be an original idea, and liable to alteration during the process of manufacture; but I take it you have no knowledge as regards those points?—I have not that knowledge.

253. I should like to put it to you, looking at the enormous variety of articles with which you have to deal, some of them of a highly complex character, which can only be judged by technical men, and which can only be inspected and finally passed by such men in the respective departments, I should like to ask you whether it would not be for the benefit of the public service and the simplicity of your own duties, that your department should be divided into two parts, and that you should take the control of the whole of the purchases of what may be called store supplies or consumables for the military districts of the country under the control of the General Officers Commanding. If that work were the whole work of your department, do you think it would be for the benefit of the service, and induce to economy and efficiency and prompt deliveries of all the articles required? For instance, if the carriage department, as a whole, were treated as a large manufacturing concern on the same basis that it would be conducted supposing it belonged to a private individual or a private company, should not such a large concern as that, dealing with so many changes and so many difficult questions under its superintendent, supposed to be an eminent man, and who, as a private individual, might be a successful manufacturer, does it not appear to you to be reasonable that such a highly qualified man as the head of this department should have the entire control of the supplies for manufacturing purposes? I know the advantages to be derived from such a system. The work which is delegated to you now by the requisitioning departments, and sent to you from time to time from Woolwich, Pimlico, the Small Arms Factory, and other places, is done in private concerns by very expert men, who follow the work more or less right through to the end, and inspect the work in progress where it may have been ordered from a contractor. That highly technical work seems to me to be quite out of harmony with your position as general provider to the British Army of stores and consumables. Do you think it would be worth while for this Committee to consider the question of delegating the duties connected with what I should call the scientific industry of the War Office to those who are responsible for the manufacture? That is to say, that the duties of the purchasing of such articles as the factories themselves cannot manufacture, should be left to them? That would mean separating entirely from your branch the manufacturing departments and the officers in your branch now employed on that work, and leaving you to deal with supplies and stores such as are usually provided by persons who have no scientific or technical knowledge?—With great deference to your opinion on the question, I think myself that the maintenance of the Director of Contracts as a buyer for all departments is a most useful check upon all consuming departments. You must remember that in a Government department there is not that check of profit and loss which is exercised in private concerns. In regard to economy in purchasing materials, the tendency of the manufacturer is decidedly in favour of giving what I may call monopolies, buying from people who suit him. I will give you an instance. Not very long ago the Waltham Abbey people said that a certain man's cotton waste was the only satisfactory material. That cotton waste for many years was supplied by certain firms, and we had paid 39*l.* a ton for it. The Director of Contracts thought that that was an article for which it was not necessary to give a monopoly, and we brought in competition, and the result was we brought down the price from 39*l.* a ton to 19*l.* In another case, they said that steel points, which are used for fuses, could only be obtained from one firm, and we paid for a great many years 30*s.* per 1,000 for these points. The Director of Contracts considered that there should be competition in a matter of this kind, and we got the price reduced to 5*s.* per 1,000. We then thought that probably if we went to the needle makers we could get them cheaper still. We applied to them, and the consequence is we now buy them at 2*s.* per 1,000. This reduction was achieved as a result of introducing competition. There is a natural

tendency against competition in the manufacturing departments, and I think it is very desirable that there should be a buyer, independent of the manufacturer.

254. Taking the case of Woolwich. If the whole of their buying were placed in their hands, they would have their own buyer, and the duties you now carry out would be exercised by him?—You are now referring to decentralising from the War Office, I presume?

255. Yes. Taking the case of Woolwich Arsenal. The whole mechanical scientific industry of that establishment, right through the departments, is carried on by men who are quite capable, I suppose, to manage their own factories in the same way as I should control the productions of mine. Their books would be equal to my books, the cost would be compared with that of the work done outside. From that point of view you would get concentration in one definite line of production, which means the highest possible efficiency. Such an establishment could not exist, of course, without the vigilance required for the economical production of the range of articles demanded of it by the War Office for the Army. I want to point out to you that it would be possible to divide your department into two branches, each branch to be equipped with the requisite services and knowledge for buying the articles required, one for supplies, stores, and consumables, another for the manufacturing establishments?—I do not know to what extent you wish to make a division of the Director of Contracts branch. Would you propose that the separate branch at Woolwich should be totally independent of the Financial Secretary?

256. On the contrary, they should report the cost of everything they are producing. That is a responsibility which I should like to see acquired by the manufacturing departments in which high technical knowledge is required. To give responsibility to them would appear to be the only way to arrive at complete efficiency as regards production?—I have given you an instance as regards economy in purchasing. If a buyer is to be established in the factories independent of the superintendent, I do not see that it would make any difference as regards the responsibility of the superintendent of the factory.

257. He would buy as in private concerns on the requisition and under the control of the Superintendent, who consults the heads of the departments, so as to secure what they want from the best sources?—If a buyer were established in the factories, the procedure must be identically the same as that adopted by me; he must buy on the requisition of others. There is not a man who has a special knowledge of the whole of the stores required by the manufacturing departments.

258. Do not you think that inspection may be greatly overdone, and become a delusion? Do you not keep records of firms who deliver articles up to time, and make choice of them as being reliable?—We are aware of the manner in which firms fulfil their contracts, and always bear this in mind in placing subsequent orders.

259. No private concern would think of giving orders to one principal producer of a certain article without being fully informed of what was going on in the world. Our exchanges in the large towns form the centre of information concerning raw materials, textile articles, hardware, machinery, and other things. The agent of every firm goes there to see what the world is doing, and to learn as much as he can. I do not think it is at all usual for any manufacturing concern to give orders to the same contractor time after time without ascertaining beforehand that he is still the best man to go to?—What you mean, I take it, is that you would propose that the buyer at Woolwich should follow precisely the same course as I do when going to competition. I do not see the advantage of having a buyer at Woolwich, as you are absolutely relegating him to a village which is thirty miles from London, the great centre of trade, so far as convenience of access is concerned.

260. I am not speaking of the buyer living at Woolwich: he might live anywhere where he could best perform the duties. He would be simply engaged to do a certain class of work, and he would have to go here and there, wherever his work required him.—So far as I understand, you propose that there should be two buyers, one for technical stores and another for general stores.

261. There would be one department to supply general stores, and another to supply the manufac-

turing departments. They would look after the quality of the stores and things supplied to the manufacturing departments, and both be under the control and supervision of those who manage them.—I understand.

262. When the Allocation Committee that you spoke of meets in order to formulate the demands for the year, and settle how you are to get your supplies, are those demands all settled at that time, or do they come in all through the year?—They come in all through the year from the various departments of the War Office, the manufacturing departments, the Army Clothing department, and others.

263. You spoke of a conference taking place; do you at any time confer with the Allocation Committee?—The Allocation Committee is a committee which meets when stores that are required throughout the year are fixed upon; they meet to decide upon the division of orders, between the Ordnance factories and the trade, and that duty is done as soon as the estimates are passed, and the amount of money decided upon.

264. Speaking of inspection, who determines that an inspection of a certain works or firm shall take place? Do you determine it, or is it decided upon by the head of the department for whom the work is being carried out?—If I thought it necessary to make an inspection of work in progress, and if I wanted technical advice on manufacture, I should apply to the Director-General of Ordnance to send a representative to associate with a member of my branch.

265. The inspection, then, is initiated chiefly from your department?—Yes.

266. Is there anyone responsible at Woolwich who would suggest an inspection, and would they know anything about a contract after it had gone out to a firm?—Yes, they have full particulars of a contract immediately.

267. Still, the initiative of having an inspection during progress rests with you, I understand?—The superintendent of the factory, if he wishes to have an inspection, has only to tell the Director-General of Ordnance; but under a recent decision of the Secretary of State, contractors premises are not to be inspected without the concurrence of the contract branch.

268. (*Mr. Gibb.*) But you do not inspect, I understand, unless you have a complaint from the receiving department; you do not initiate sending an inspector?—If I said anything to the contrary, I did not mean to imply that I did not, on my own initiative, send officers to inspect. I think I explained what I had done recently with regard to important orders placed with certain firms.

269. (*Mr. Mather.*) Did you take the initiative in sending inspectors to inspect that work?—I took the initiative, and asked the Director-General of Ordnance to associate members of the manufacturing department with my representative.

270. (*Sir G. Clarke.*) That would be, I suppose, when the complaint reached you that the carriages were not ready?—I am not aware now how it arose, but it was not only with regard to the carriages, but with regard to the progress made with their work generally.

271. (*Chairman.*) But it is not usual, in order to secure the execution of an order, to send down people to inspect that order during its progress?—It would not be usual to inspect them.

272. When you have made a contract, you practically feel then that you have no further responsibility unless a complaint is made?—That is so.

273. (*Mr. Mather.*) Have you anything to do with the work given out to the manufacturing departments of the War Office? For instance, when orders are given to Woolwich to do certain things, do you give those orders?—No, I do not, the extracts are given by the Principal Ordnance Officer.

274. Do you supply all the material they require to execute those orders?—Yes.

275. Do you buy the iron, steel, copper, castings, forgings, and, in fact, every kind of store?—Yes.

276. How long does it take between the time you receive the application and the time the tenders are received? For instance, if a certain quantity of machinery or iron or steel is necessary, how long does it take before they can receive information from you that those materials have been tendered for?—It would be dealt with in the contract branch probably on the same day it was received, but there must be time given to people

to tender. The moment the tenders are received they are sent to the factories, who are asked whether they are prepared to accept this or that tender.

277. You order nothing without the sanction of the factory?—No.

278. (*Sir G. Clarke.*) Is that the invariable rule?—Not quite invariable. We should not send the tenders to the factory if the articles required were not of a technical nature. They require articles of pretty well every kind, and some they require we put out to ordinary tender. When tenders for forgings or parts of carriages, and things of that sort come up, they are always referred to the factories before we accept them. Even in questions of steel, there are different kinds of steel required, and we ask them if they concur in the acceptance of a particular tender. There is a typical case now which shows the advantage of having an independent branch in a Government department to check the material ordered by another branch. There was a small order of five tons of square mild steel, and the factory recommended four or five firms. In the exercise of my discretion I added certain other firms, who had a reputation for supplying this character of steel. When the tenders came in they were referred to the factories, and I asked what firms they recommended us to accept, they took a firm at 2*l.* a ton higher than the lowest of the three firms they had recommended. They took a whole month to consider that point, and when it was referred back to me, I said that, under the circumstances, I could not keep the factories waiting for materials, and I accepted their recommendation, but I pointed out that the decision in the matter was open to serious criticism, and I remarked that as they recommended three firms, I presumed they would take the lowest tender of the three, not the middle one. To that I have not yet received an explanation. I accepted the tender because I did not wish to delay the supply of materials.

279. It may be that when they saw the prices on the tenders they calculated that it was better, perhaps, to accept the higher-priced offer?—That is quite possible.

280. They would surely not do a thing of that sort merely for the sake of paying away money?—Probably not.

281. Have you the power to ask for an explanation as to why they selected that particular tender?—Certainly.

282. And are they bound to give you a reply?—Certainly. (*To Mr. Mather.*) Reverting to that matter and speaking as regards the practice of firms, I rather join issue with you as to our practice of buying being against that followed by commercial firms. Take the firm of Messrs. Vickers and Co., they are a very large firm, and with regard to their works at Erith, I may say that the manager there has not the power to buy a single thing without going to the contract department in Victoria Street, and although I daresay his expenditure of materials comes to half a million a year, he is obliged to come to the contract department in Victoria Street for anything he wants. All the materials are bought for him and are sent to Erith, and he says whether they are what he asked for.

283. The general manager of the works would probably assist the member of the staff at the central office as to the selection of contractors and would sanction what should be bought and would have the whole decision of the article to be obtained?—He goes on precisely the same principle as we do. The manufacturer says what he wants and we go to proper competition; we buy upon that competition, and the factory says whether they get what they ask for or not.

284. (*Mr. Mather.*) Everything is bought through a buyer?—Yes. The purchases are all made by a representative of the directors, and I make purchases for the person who runs the factories, and the person responsible is not the superintendent, but the Secretary of State. The Secretary of State appoints his buyer, and I am his buyer.

285. If the manufacturing department had their buyer, independent of the department that had to do with the supply of stores for the army generally, I take it you would have nothing to do with these technical stores?—I am unable to meet an indefinite proposal. I believe you said the officer proposed need not be at Woolwich and might be in the War Office.

Mr. A. Major.

9 Jan. 1901.

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9 Jan. 1901.

286. The question arose out of a statement which you made in the earlier part of the day that your department was vastly overworked, and it struck me as rather peculiar that you should have the control of these large contracts, involving large sums of money in connexion with purely technical work, and with supplies for the manufacturing and technical departments, together with those ordinary stores with which you have to deal at the present time. It might be possible to have your department for stores separated from that for stores supplied to the manufacturing departments?—I should like to have that proposal before me if the Committee wish to have my views on the subject.

287. (*Sir G. Clarke.*) I take it that none of your staff have any special training as regards technical stores, and that they are not selected on the ground of technical knowledge?—Technical knowledge is a phrase that may be graded from a very narrow to a very wide signification. Do you mean, in asking that question, whether we have a technical knowledge of every trade in the country? If so, I should like you to put the question in that form.

288. I see in your branch you make divisions into groups?—Yes; the branch is divided into trades.

289. In telling off a member to one of the groups, would you take in consideration the trades the group included; for instance, one contains saddlery; would anyone joining that branch have any knowledge of saddlery?—He would not have been brought up to that trade.

290. Would he be a judge of saddles?—I should not like to trust his judgment.

291. As to metals, would any of these people know anything as to metallurgy; would they know anything as to the properties of steel, or of the various metals you buy?—No, they would not.

292. Do contractors, or their representatives, often attend at your office in person?—Continually.

293. What class of question do you settle when conversing with them?—Questions of delay in delivery, or capacity of supply, and all sorts of questions of that kind.

294. Do they ask you for technical information as regards their contracts?—Not often. If they do, we refer them to our technical advisers.

295. To the factories, in fact?—We have the whole technical knowledge of the department at our disposal.

296. You would not deal with that then?—We never attempt to deal with technical questions, although we frequently advise on technical matters.

297. You do not deal with horses and mules, I believe?—No.

298. And you have no supervision over them?—No.

299. Do your contracts include shipping?—No; they are arranged by the Admiralty.

300. And you make no contract arrangements with railways, as I believe that is done by the Quartermaster-General?—We look at the contracts for transport.

301. When a contractor wants to be put on your list, have you, up to the present time, inspected his works?—If it is a particular kind of store that a man asks to supply, we should inspect his works.

302. Would you borrow an inspector from the factories to do that duty?—As far as inspecting the works goes, a member of my branch often does sufficiently well.

303. That would be the duty that your two new experts would perform, would it not?—Primarily.

304. How would those two inspectors be trained—where would they be procured from?—That is not a question I should like to answer.

305. What kind of expert would you like to have if asked to define his qualifications?—It is difficult to say.

306. Are any steps taken to make certain that a contractor is not sub-letting?—We depend upon reports as to that, we do not take steps. Sub-letting is prohibited in the terms of our contract without my consent.

307. Then you could not feel certain in any case that a man is not sub-letting?—We occasionally get reports of sub-letting.

308. Do you also satisfy yourself that you are dealing with a principal and not with a middleman?—Yes. It is very rare indeed for us to deal with middlemen now.

309. Not with regard to timber?—As far as we know, they are all merchants.

310. Do you take steps to ascertain?—Yes. Ours are well known timber merchants.

311. Am I correct in interpreting what you said before, that no statement is kept of the delinquencies of contractors as regards delay on contracts, but that you have full information which would enable you to find out such delinquencies?—We have periodical reports showing the progress of deliveries, and if a contractor is in arrear, we write to him and call his attention to the fact.

312. Do you find that contractors are anxious to get on the War Office list?—Yes, very anxious.

313. Do you think they tender below cost price in order to get on?—I should think those cases would be very rare.

314. Are schedules kept in your office of the prices paid to contractors from time to time?—Before tenders are considered, the last prices are invariably referred to.

315. They would be kept?—It is a matter of ordinary work, the prices last paid are put side by side on the schedule with the prices now tendered.

316. Who prepares those schedules?—They are prepared by my clerks. I divide the consideration of tenders as you see among four rooms, but for the general work of scheduling there is a large room in which the schedules for the other rooms are prepared.

317. Do you think it possible that prices of tenders leak out?—Not from my branch.

318. Do you think it is impossible for them to get out from your branch?—I do not think they do.

319. Of course the knowledge would be in a great many hands?—Yes.

320. The knowledge to the contractors outside of the rates of tender would be exceedingly valuable, would it not?—Some say it is not of very much value, and some say it is. Some say they tender at a price at which they can manufacture the article quite irrespective of other people's prices. There are a great many people at Woolwich who know the prices, and some contractors say they get the information from there.

321. Do you assume that a firm, once on your list, is in a solvent condition unless they are declared bankrupt?—We should not know of any financial difficulties unless the information were published.

322. As regards the contracts for materials for the arsenal, do I understand that you do not make it an invariable rule to take the opinion of the superintendent on each contract?—We should not take his opinion upon things which I buy generally for other services besides his, but we should ask his opinion on special stores.

323. Would you take a contract with a person to whom he objected?—Not on my own responsibility. If there were reasons for going against his judgment, I should submit the matter for the consideration of the Financial Secretary, and I should also take the opinion of the Director-General of Ordnance.

324. Then would it be one of the functions of your office to direct that a trial should be made of a particular contractor against whom an objection had been raised?—We should advise that a trial order should be given to a particular firm where the competition was insufficient.

325. Supposing the firm had been tried three times previously, would you direct that a fourth trial should be made?—I should think not.

326. I gather from your evidence that you have no responsibility with regard to contracts made at out stations, except to review them?—That is so.

327. And you review them after they are made?—They are made under instructions, and the system under which they are generally made, the employment of eligible people, and the care as to the proper amount of competition, are all reviewed in my branch.

328. Does that include coal?—No, the contracts for coal come up to the War Office for acceptance in the first instance; they are not accepted in the districts.

329. Does that delegation in the districts disadvantageously affect markets?—No.

330. So that there has not been any loss of economy by that delegation to districts?—The food supplies always have been purchased in the districts.

331. But the powers of the general officers commanding have been increased recently, have they not?—Yes.

332. Do you find that there has been any loss of economy?—Occasionally; for instance, one of the staff officers at Colchester accepted a contract the other day which resulted in a loss of 200*l.*, and there are a number of small cases of that sort.

333. Would you not admit that in some cases your contracts lead to loss which cannot be helped?—No, I do not think so.

334. If the delegation answers satisfactorily, as regards economy in districts, do not you think that that delegation might work well in the direction to which we have alluded, viz., in the Arsenal?—The circumstances are totally different.

335. I take it that you are afraid of monopolies being brought about?—There is the general objection which I took when I was before the House of Commons Committee on War Office Contracts, and the proposal, as I said before, has not been definitely formulated. If the buyer is to be at Woolwich where the chief mechanical engineer and others are, you would have the buyer, the seller, and the inspector all together, and sometimes the seller must be in contact with the buyer; they are all together in the same ringed fence, and one of the points to which very great importance has been attached has been keeping the inspector and the buyer as far as possible apart.

336. The inspector is quite apart, and would be under the new system?—He would be much nearer to him. That is one point. Then, of course, there are practical difficulties in buying at Woolwich some of the things required. Take copper, for instance; that is, a thing which is tendered for, and the tender comes in at the market price in the morning. Some of the contractors come up and wait for an answer, and if they are successful in getting the contract, they want to close the business on the market before the day is over. If you take the buyer away to Woolwich or elsewhere, there would be the difficulty of getting close market prices for such things.

337. Do you admit that an independent review by the War Office of contracts made locally would suffice to prevent the building up of monopolies?—I think, of course, if the work of reviewing the contracts that are made is to be given to the Director of Contracts, that would be a considerable check; on the other hand, if that is so, what is the advantage that would result from copper or any of these other things being bought by a buyer at Woolwich or Manchester, as compared with its being bought up here?

338. The advantage seems to me that the additional staff and help given to you would be found inadequate, and that any technical strength started under you is bound to grow, and that the work could be better done at Woolwich. The two officers proposed to be added to your branch are to be experts, are they not?—One is to be a business man and the other is to have some knowledge of engineering, the technical knowledge that is comprised in that may be of a very limited character. I understood you to say that the Director of Contracts should have a technical knowledge of the stores he buys, and should also have special and large manufacturing experience. I can only say as to that that it is the only opinion I have heard to that effect. I can give you an opinion of the very highest authority which says absolutely that technical knowledge on the part of the Director of Contracts is impossible, on account of the enormous variety of stores that he buys, and next, that it is not necessary that he should have it. I should like to know what advantage technical knowledge will be to the buyer at Woolwich, as he must have a specification to go to competition, and that must be prepared by the manufacturers, and when the material comes in the buyer cannot possibly inspect it.

339. If the buyer at Woolwich acted with the factories and possessed judgment of the articles to be bought, he could find out what was going on and could send an inspector at a moment's notice if necessary?—I have that power now.

340. Your evidence is that you have to go to the Director-General of Ordnance, and that you have to make up a committee?—No, I go to him and say: I

want the Chief Inspector of Stores to look after the cordite. This official is available for the benefit of the public service, and he comes as a matter of course. The whole technical knowledge of the departments is available for the benefit of the public service at my request.

341. (*Mr. Gibb.*) I believe you say you can buy articles that you do not know anything about just as well as those you do know about?—Yes, certainly, my knowledge is as regards sources of supply.

342. (*Mr. Mather.*) You act as a merchant, I take it?—Yes, but I do not sell; I only buy. The buyer at Messrs. Vickers may not know one end of a gun from another, but he knows where to buy.

343. (*Sir George Clarke.*) I think you said your impressions of market prices were based upon the tenders sent to you?—Market prices come in and we record them every day, and we always have the book before us when accepting tenders.

344. You do not know the prices at which private firms are purchasing the materials, do you?—We could not find that out unless we asked them, but where one has a large competition for the majority of things, that information seems to me to be scarcely required. I think it is the general opinion among contractors, and it is certainly my opinion, that nobody buys as cheaply as we do.

345. (*Colonel Miles.*) Are the local contracts made in districts finally accepted there?—Yes.

346. Supposing anything was wrong, such as the lowest tender not being accepted?—It cannot be corrected, we only call attention to errors, some of which consist in accepting ineligible contractors.

347. Those that are on the War Office list of ineligible contractors?—Yes, we always notify their names to the districts, but sometimes they overlook that.

348. (*Sir Charles Welby.*) I suppose you notify to the General Officers Commanding that when ordering meat they should not employ a certain contractor again?—Yes.

349. We have heard a good deal about your relations with the Director-General of Ordnance, but he is very far from being the only requisitioning authority, is he not?—Yes.

350. Will you tell us broadly what are the requisitioning authorities and what are the articles they requisition?—The Director-General of Ordnance provides all warlike and general stores, all articles of equipment and clothing. The Quartermaster-General is responsible for food supplies, and the Inspector-General of Fortifications for works and buildings.

351. Do you make any contracts for transport by railway?—They come before us for concurrence.

352. Do you deal with sea transport at all, or is that done entirely by the Admiralty?—We do not make any contracts, but during this war we have had some exceptional cases of making arrangements for sea transport.

353. (*Mr. Gibb.*) Who sends you the transport contracts?—The Quartermaster-General's Department.

354. (*Colonel Miles.*) Practically, I believe, there are no contracts with the railways?—Very few; they are agreements which come under the view of the Director of Contracts.

355. (*Sir Charles Welby.*) What other contracts have you?—Those of the Inspector-General of Fortifications as regards buildings and fortifications.

356. Have you any other requisitioning authorities?—No, only those three heads of departments I have mentioned.

357. Do you do any buying for departments outside the War Office?—Yes, I buy all warlike stores for the Admiralty, and a certain amount of clothing for the Post Office. I also buy for the Irish Constabulary, and I buy all warlike stores for the India Office, and for the different colonies; so that the work of my department is of a varied and extensive character.

358. You buy only warlike stores for the Admiralty. All other contracts they make for themselves, I believe?—That is so.

359. (*Chairman.*) I want to get this point quite clear; when you make a contract, as a rule, you would not hear any more about it unless a complaint were made respecting it?—That is so.

Mr. A. Major.

9 Jan. 1901.

Mr. A. Major. 360. No report would be made to you at the time as to the progress made with the order?—I should have no further information, nor is it necessary, because I go on the presumption that contracts are satisfactorily executed unless I have a report to the contrary. It

is only a small minority that are unsatisfactorily executed, and those I have a report about.

361. (*Mr. Gibb.*) Supposing there were delay, but not excessive delay, would you hear about that?—No, there is a little toleration given.

The witness withdrew.

Gen. Sir H. Brackenbury, G.C.B., G.C.S.I.

General Sir H. BRACKENBURY, G.C.B., G.C.S.I., examined.

362. (*Chairman.*) You hold the position, I believe, of Director-General of Ordnance?—Yes.

363. How long have you held that position?—Since 6th February 1899.

364. We have had the advantage this morning of having had a tolerably long and able explanation from Mr. Major, the Director of Contracts, of the system under which contracts are now made and worked; and, incidentally, a good deal has been said, not only in explanation, but in defence of the existing system. But we understand that an opinion is entertained in other quarters that the system might be modified in some important particulars, more especially in the direction of placing the officials of the manufacturing departments who have technical knowledge, if not in the position of actually making their own purchases, at any rate of putting them in closer contact with the contractors, so that they shall be able themselves to deal with the contractors instead of treating through an intermediary. I think, therefore, the committee would be very much obliged to you if you could give us your views as to how the existing system could, with advantage to the public, be modified, and if you consider that it is susceptible of any beneficial modification?—I think that the existing system might with distinct advantage be improved. As regards the manufacturing departments, I would say that the manufacturing departments form only a very small portion of the work that I have to do with the Director of Contracts. I am responsible, under the Order in Council of the 7th March 1899, for supplying the Army with warlike stores and equipment and clothing. The amount of money for which I am responsible this year in order to carry out those duties is about 19,000,000*l.* sterling. The vote including the supplementary estimate for clothing this year is 5,530,000*l.*, and the vote for warlike stores is 13,200,000*l.*, these together making 18,730,000*l.* And, in addition to that, there is the vote for the Ordnance Factories of 204,000*l.*, so that altogether it comes to nearly 19,000,000*l.* The whole of the money expended in the manufacturing departments is, I think, only about 3,000,000*l.*, so that 16,000,000*l.* of that money is not for the manufacturing departments. As I have said, under the Order in Council to which I see your committee is referred, the Director-General of Ordnance is charged with supplying the Army with warlike stores and equipment and clothing. There is no such official as the Director of Contracts mentioned in the Order in Council, and the only reference to contracts is where it says: "Whereas a Financial Secretary may from time to time be appointed by the Secretary of State, and his duties shall be assigned to him by Order in Council," and then this Order in Council goes on to say that "the Financial Secretary shall be charged with the financial control of the manufacturing departments of the Army, and with controlling and recording all contracts for Army services." That is the only mention of contracts in the Order in Council. The Director-General of Ordnance is charged with supplying the Army with certain things, and it is to him that the Secretary of State looks that the Army shall get what it requires, and it is to him that the Army looks, and I contend that his responsibility is really destroyed by the fact that the Director-General of Ordnance has not the power himself to obtain the things that he wants. He is obliged to go to somebody else outside his own department with his demand, and he is entirely in the hands of other persons as to whether he gets those things or not. The Director of Contracts has no responsibility to the Army; his duties are defined by War Office Memorandum, No. 316, which lays down that the head of each military department shall initiate demands for services, and the Director of Contracts shall make the purchases. I can only say that I do not think that system works well. The difficulties that we have experienced in the past year have been very great, and there has been constant friction between my department and the department of the Director of Contracts.

He merely purchases what the supply departments demand. Of course I do not say that this is Mr. Major's fault in any way; it is the fault of the system. The tendency is to place contracts anywhere, with whatever firms will take the work, and I do not think proper regard is made to the ability of the firms to carry out their contracts at all times, but most especially in times of war. The most important element of all to us who are charged with the supply of the Army is the element of time; it is of the most vital importance that we should be able to know with certainty whether we can or cannot obtain the stores that we want, and the time at which we can obtain them. The element of time seems to me to be altogether too much disregarded in the contract branch. In fact, when one contractor gave evidence before Sir Francis Mowatt's Committee recently he said, "I never consider time of any importance in the War Office contracts." That is absolutely fatal to the supply department. If you will consider what the responsibility is with which I am charged, supplying the whole army, all over the world, with everything that it wants except its food, forage and transport, and in a war such as this war in South Africa where we have had a quarter of a million of men in the field, you will see it is of vital importance that we should have at all times all that is required to keep that army going, and I do not think myself that any system under which the Director-General of Ordnance is not responsible for obtaining the supplies which he has to give to the Army, can be a right system. It seems to me that the man who makes the purchase should be the servant of the man responsible for supplying the Army, and not the master of that man, a position which the Director of Contracts seems inclined to take up.

365. Am I to understand that your complaint is not so much with the actual system, as to the way in which it is worked, first, that the contract department do not attach sufficient importance to that all-important element of time, and, secondly, that the Director of Contracts, instead of regarding himself, as it were, the agent of the Director-General of Ordnance regards himself, if not as the master, at any rate, as a co-equal?—Quite so. I must say, too, that I consider that the Director of Contracts is not sufficiently inclined to take strong measures with contractors who are in default. I think, too, that it is a wrong system that the Director of Contracts should be directly under a parliamentary official upon whom political pressure may be brought to bear.

366. On the other hand, if the Director of Contracts was to be placed practically in the position of the agent of the Director-General of Ordnance, would it not be possible that there might be some danger of insufficient attention being paid to economy? As it is now, it is contended that the Director of Contracts is the central office that keeps in touch with all sources of supply, and is generally hunting about for new sources of supply. Accordingly, he is able to point out in a decisive way to the Director-General of Ordnance that there is this and that new source of supply, which may work as cheaply or more cheaply than old sources, and at the same time as efficiently as the old sources of supply. The purchasing department directs attention to the quarter from which the article might be procured?—In the first place, I should say, as regards economy, that, I think, the present system does not lead to economy. The Director-General of Ordnance has the administration of Votes 8 and 9, and it is directly in his interests to get the greatest amount of stores that he can possibly get for the money that has been voted to him by Parliament. The Director of Contracts has absolutely no interest of that kind at all. I have to get the stores for the Government, and I am mainly interested in getting them cheaply, provided they are good. First of all they must be sufficiently good, and the next thing is that I should get them cheaply because I have only a certain amount of money to spend.

367. (*Mr. Gibb.*) Although he is not interested in economy, do you say that he is extravagant, or that he attaches too much importance to cheapness?—Yes, I think he does attach too much importance to cheapness. It is a rule that the lowest tender should always be accepted, and I believe, as a rule, it is accepted. As regards hunting about for new sources of supply, I have written minute after minute within the last year or more, saying that I considered it perfectly impossible that we could ever tap the sources of supply of this country properly, as long as the Director of Contracts' staff consists only of men who sit on stools in this office. I put forward a proposal that the Director of Contracts should be given travelling inspectors who should have a double duty, first, to go about and seek for new sources of supply, and, secondly, to visit the works of contractors who are in arrear, and find out the causes of their being in arrear, so that if they were found to be taking other orders in preference to ours, or delaying to supply us from any cause other than *force majeure*, we might compel them to proceed with our order. I have constantly to send my own people about to find new sources of supply; we wanted certain parts of fuses, which had always been made in the Ordnance factories, and one of our assistant mechanical engineers in the Ordnance factories went all over the North of England visiting all sorts of cycle companies, and he found out a number of new sources of supply for us which the Director of Contracts had never attempted to find out. In the same way with clothing, my chief Ordnance officer sent an inspector to find out new sources of supply, and he was successful.

368. (*Chairman.*) We understand that there is a proposal now put forward, and it is likely to expedite the work of the Director of Contracts, for two travelling inspectors; we understand that they are not so much for finding out new sources of supply as to see to the execution of orders?—My proposal was that they should have both duties, as will be seen by my minute on the papers dated 5th November, and addressed to the Permanent Under Secretary of State.

369. How far do you consider that it is part of your duty to find out new sources of supply? You told us you sent your inspectors to do it; do you consider it comes properly within your sphere?—It does not, but I have done it in order to advance the public interest.

370. Then I gather from your remarks that you would not be in favour of suppressing the Director of Contracts, but rather of altering his relations to yourself, and putting him, so to speak, in the position of a central information bureau at your elbow?—I may say it is not only for me that the Director of Contracts makes contracts; he makes contracts for the Quartermaster-General, who is charged with supplying the Army with food, forage, fuel, and light; and for the Inspector-General of Fortifications, and for the Navy. As far as I am personally concerned, I do not know what the Quartermaster-General's views are, but my own idea would be that the contract branch should be broken up, and that the portion of it which deals with contracts for warlike stores should be put under me.

371. In the shape of an information bureau?—No, as a section of my office, and it should be one of my duties to make contracts for the stores which I have to supply.

372. But it would be a bureau in your office?—Yes, and under my orders, and I should put another branch of it in the Quartermaster-General's and another branch of it in the Inspector-General of Fortifications, and if it were thought necessary to have a Director of Contracts at the elbow of the Financial Secretary to review the contracts which we make, that might be a good thing.

373. I gathered that you would like to detach the Director of Contracts from the Financial Secretary altogether?—I should like to detach that portion of his branch which makes contracts for me from the Financial Secretary altogether, and have it under myself. I should like to place the deputy Director-General of Ordnance in charge of a contract branch in my own office.

374. (*Sir George Clarke.*) Would you propose to take over the work of making contracts for the Admiralty?—I do not see why the Admiralty should not make their own contracts.

375. What do you propose with regard to the Quartermaster-General's department?—He might

make his own, and, in fact, he does make a large number of his own contracts now locally.

376. (*Sir Charles Welby.*) If the Admiralty were to make their own contracts for ordnance, would not there be a danger of the two competing in the market?—I think that is a bugbear, and I do not think there would be any danger. The Director of Naval Ordnance and myself could consult over these things, and we could come to an arrangement. I have no doubt we could avoid coming into competition, and should be able to get things in reasonable time.

377. (*Chairman.*) If you dealt with a contractor yourself, I understand you think you would be more rigorous with regard to penalties?—I am quite sure I should. I am responsible for supplying the Army, and I am responsible for expending the money and receiving the stores. I put forward demands for stores, but I never know when I am going to receive them. I am responsible for everything connected with warlike material, except one thing, making the purchases, and that is the most important part of the whole.

378. Briefly speaking, then, you would decentralise the contract branch, taking part of it under your own control?—Yes. I would take that part of it which deals with my stores into my own office, and put it under my own control.

379. Do you think that the interests of economy could be sufficiently consulted by the very direct and obvious interest which the Director-General of Ordnance would have in purchasing the necessary materials?—I have an interest in economy that no one else has. We speak of the Director of Contracts, but you must remember that he is only the head of the branch, and that the bulk of the work in it is done by his assistants. Under my proposal that portion of the branch which deals with my class of stores would come under me.

380. Do you think the Director-General of Ordnance would be overweighted?—I do not think he would at all. I think there would be less work in my office than now, when there are endless references backwards and forwards between my department and the contract branch, and endless complaints and friction.

381. (*Sir Charles Welby.*) Do you propose to establish a special branch for your contract work at Woolwich to purchase raw materials for the manufacturing departments?—That is a thing which I have not gone into. The proposal came from the manufacturing departments the other day, and I sent it to the Director of Contracts, and asked for his views. He wrote back, and wished to know whether I recommended it or not. I said I would not pass an opinion until I had heard both sides of the question.

382. (*Chairman.*) In the event of a part of the contract branch being handed over to you, you would not necessarily put that branch at Woolwich, I suppose?—Not necessarily, but I should probably let the Woolwich people do part of it themselves.

383. That would come under your responsibility?—Yes, certainly, and in the same way I should endeavour to make some local contracts, as at present we do not tap a number of small sources of supply.

384. What particular class of contracts do you refer to when you say that?—All kinds of general stores, such as harness, leather, and things of that sort.

385. As regards the decentralisation, would not that mean the breaking up of large orders into small orders; and is not this consideration to be borne in mind, that in the one case you buy in large quantities, and in the other you buy in detail in various places?—In that case one would give them a guiding price.

386. Otherwise you would fall back into wholesale buying?—Yes, it would only be in small things that I should decentralise. At Woolwich purchases for the ordnance factories are purely for manufacturing work; they are purchases of raw material. I have not, however, heard enough about the question yet; I have not heard the question argued or discussed sufficiently for me to say whether it would be desirable to make those contracts locally or not.

387. It has been suggested as regards the manufacturing departments, that if they buy themselves, direct, there would be this danger, that the head of the manufacturing department, who very naturally and obviously looks more to the excellence of the article he requires than anything else, would probably go to the firms from whom he could get the best article, and,

*Gen. Sir H.
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9 Jan. 1901.

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while a private manufacturer has to look at profit and loss, he would have no such consideration, and would be inclined to deal with any particular firm who supplied him with excellent articles, and in that way the price might be raised. By this favoured supplier, he might, perhaps, fail to get a reduction of price, if a reduction of price took place. Do you think any danger of that kind would be obviated sufficiently by the interest of the Director-General of Ordnance in economy, in getting as much as he can for his money?—I certainly think it may be argued that the head of the manufacturing department would have that tendency, and I daresay there would be that tendency.

388. He is not controlled by considerations of profit and loss?—On the other hand, the Director of Contracts is very much controlled by this question of profit and loss; he is inclined to give contracts to men who do not supply the things at all, or if they do, supply them so much in arrear of the time as to cause serious inconvenience, and injury to the public service results from delay. Or they supply them in such bad quality that they will not pass inspection. I contend that the head of a department, who is responsible for supplying the stores in sufficient quantity, and, secondly, of the right quality, and who is responsible for getting as much as he can for the money that is given to him, has a greater interest than anybody else can have by any possible chance.

389. Are you of opinion that if you yourself were to deal with the contractors who were in arrear or unsatisfactory, and if you could deal with them directly, instead of through the intermediary of the Director of Contracts, you could enforce severer penalties than are at present enforced, and thereby arrive at a higher standard and more prompt satisfaction of your orders?—I am distinctly of that opinion. I think, with regard to present contracts, the penalty clauses are utterly futile. Contracts are made, for instance, with great gunmaking firms which do not sufficiently specify the dates at which deliveries should be made.

390. That is the fault of the purchasing department, who draws up the specification, is it not?—No. The dates at which the things should be delivered are not always given by them.

391. Would not the requisitioning department give the Director of Contracts modified dates?—We do not put dates on the requisitions as a rule. We simply show that we want the articles as fast as possible, and then the contract is made, showing date of completion, perhaps October 1900. It frequently does not say so many in June, so many in July, and so on. Then there is the penalty clause in the contract to the effect that if they do not deliver to date they are subject to a penalty of 2½ per cent. It is the same fine whether they are a week or five years in arrear, and with these firms it has never yet been enforced.

392. (Sir George Clarke.) The Director of Contracts told us that in a single year the cases of fines were upwards of one hundred?—Out of thousands of contracts.

393. (Chairman.) I suppose one of the difficulties of enforcing a fine, obviously in the case of the great gun-making firms, is that there is no other outside firm that you could find for that particular work in this country?—That question is before the Secretary of State now, and I have proposed that there should be cumulative penalty clauses in the contracts.

394. As there are in many business firms?—Yes.

395. Do I understand you clearly that when you send in a requisition for guns, carriages, or whatever it may be, the requisition does not state that the articles are wanted at certain dates, and that you leave that for the Director of Contracts to put in without consultation with you?—In many cases it is no use putting in dates. Supposing I want 28 9·2-in. guns, I may say, generally, that I want one-third of the order in 1900, one-third in 1901, and the remaining third in 1902. Then the firm will send in a tender stating when they are prepared to deliver. There is scarcely a single case in which these great firms have kept to their dates, and the only penalty is, in my opinion, a futile one. If we had cumulative penalties, the firms would not then tender for dates which they must know they cannot keep, and we should know where we were in regard to getting these things. We could then arrange to get ammunition, mountings, and so on, to meet the gun.

396. You are practically in a false paradise, I suppose?—I am; but it is not quite such a false paradise as you might imagine, as we have learnt from experience that it is useless to take any notice of the dates.

397. These firms, I presume, put on a date which they think will please you, but to which they have no intention of adhering, because they know no penalty will be enforced?—Yes, that is so, and the firms who supply us with projectiles have started the same thing.

398. In case of loss, except in special articles, you can buy in default and charge the difference?—I suppose, but that is the greatest farce possible. We ask the Director of Contracts to buy in default and he goes to some firm who charge a higher price, and they are probably in arrear with their own contract. We have a case in which the Director of Contracts gave a contract to firm "A," they did not deliver, and he gave a contract in default at a higher price to firm "B," they did not deliver, and then at a still higher price he gave the contract in default of "B" to firm "A," which was the original firm in default.

399. Do you think if you had charge of the contracts that you really would be in a position to enforce penalties upon the great makers of special articles like guns?—I think that the advantage of putting cumulative penalties into the contracts and enforcing them, would be that the firms would then tender for dates at which they could really deliver, and it would be to their interest to deliver to those dates, whereas now they have no interest in delivering to dates for which they tender, and they make their tenders recklessly and quite regardless as to whether they can deliver.

400. Supposing a firm found they had made a miscalculation, and were in arrear, do you think you could enforce the penalty?—In that case they would come to me and state their case, and they would say we have made a miscalculation; we thought we could keep this date, and we find now we cannot, and we ask you to modify the date at which we undertook to deliver. I should say I will modify the date, but I shall reduce the price. We have no hold on contractors by the present system whatever; they are reckless as to the dates for which they tender, and as to the promises they make, and they have no interest in delivering to date. Besides this there are no means of punishing them adequately if they utterly fail.

401. You are referring particularly to people who supply special articles?—Nearly all who supply us get into arrear; there is scarcely anything we have that is not behind time. The people making tents for us, for instance, put us in terrible difficulties, although it is a simple matter of making up the tents, as we buy the duck and give it to the people to make up.

402. (Sir Charles Welby.) Is there any reason why the contracts branch, as at present constituted, should not enforce these cumulative penalties and administer the system just as rigorously?—They have no interest in doing it, the Director of Contracts has no interest in the thing; he is not charged with supplying the Army, nor has he to administer any votes. He is constantly seeing the contractors, and he and his staff like to make it as pleasant as they can for them. It is only natural that he should be on as pleasant terms with his contractors as possible. If the contractors come and say that our inspection is so severe that they cannot get their things through, he talks to them, and they, at all events, go away with the impression that he sympathises with them, and we are afterwards told that our inspection is impossible, and that our specifications are too severe. We find that people tender to a specification which is laid down in black and white, and then deliver such bad stuff that we cannot take it, but instead of getting support, which I consider a department like mine should have, from the Director of Contracts, the tendency is to sympathise with the contractor. I am perfectly aware that the Director of Contracts will say that this is not the case, but I assert that it is.

403. (Chairman.) I believe the inspecting staff, which inspects articles when delivered, is under you?—Yes. I am responsible for inspection of all stores, whether supplied by the manufacturing departments, or by a contractor.

404. That inspection staff is kept quite distinct, is it not?—Absolutely distinct, they have no other duties. The chief inspector of each kind of stores is directly under the Director-General of Ordnance, and reports

direct to him. There is a chief inspector for each class of warlike stores, one for guns, ammunition, and carriages, there is one for general stores, one for range finders; there is a chief inspector for clothing at Pimlico. We have bought five millions' worth of clothing this year, and he is responsible to me for the inspection of that, as each of these inspectors is for their respective departments. I am responsible not only for supplying goods in sufficient quantity, but for supplying them of proper quality.

405. I believe the question of patterns of clothing does not concern you, but have you any voice in the matter?—No. The Adjutant-General is responsible for that.

406. Would you advise if a pattern were very difficult to execute?—If a pattern of coat which was exceedingly difficult to manufacture was put forward it would go to the Chief Ordnance Officer in charge of the Clothing Department, who would write to me and say that he expected great difficulty in getting a supply of the particular article. I should then put that before the Adjutant-General, and perhaps tell him that it would be very costly, but the decision would rest with him. The Adjutant-General then, knowing the cost of the coat, and having information of that sort before him might still say I want the coat, and the papers would then go before the Accountant-General. I should simply consider it my duty to say "For financial concurrence." The financial people see all these papers, and it would probably in such a case be reported to the Secretary of State, who would say whether the new pattern should be adopted or not.

407. (*Sir Charles Welby.*) Have you any observations to make regarding the system by which the Adjutant-General has charge of the patterns of clothing while you have charge of the patterns of almost everything else?—The Adjutant-General deals with the personnel of the Army. He has recruiting under him.

408. (*Chairman.*) And patterns have an effect on recruiting?—Yes. I have no observations to make about the system; in fact, I am very glad not to have the unpleasant duty of settling patterns of clothing. I should, however, certainly think it my duty to represent to the Adjutant-General if a new pattern were difficult of manufacture, or if it were going to cost a lot of money. On more than one occasion I have put forward minutes saying that a certain change in pattern would cost so much, but if the Adjutant-General presses for the change, and the Financial Department agrees to the expense being incurred, my duty is merely to go on with the order.

409. (*Mr. Gibb.*) I understand you have at present the duty of supplying and inspecting all stores, and your suggestion is that you should, in addition, have the duty of buying the stores?—Yes.

410. Now, you have given us a description of the position of the Director of Contracts rather different from the impression the Director of Contracts himself gave us. He was asked whether his duty was simply to supply in accordance with requisitions made, and he said he considered that was his sole duty. He had nothing to say as regards quantity, quality, pattern, time of delivery, or anything else?—That is so.

411. He said that the requisitioning department settled all these things?—Yes, except time of delivery. We cannot settle that because we do not know.

412. But, so far as they can be settled by any department of the War Office, they are settled, not by the contract department, but by the requisitioning department?—We send to the Director of Contracts what is called a demand, and that demand is for certain articles which are scheduled, and the Director of Contracts has specifications for all the different articles which are settled by my department.

413. Then, so far as these things are concerned, he does appear to be very distinctly the servant of the other departments, having no independent voice as regards any of those matters?—He is not in any way the servant. When he has received a demand he can do what he likes, and sometimes he does not place a contract until some time after he has received the demand.

414. He told us that there were no delays between the date of the contract department receiving the requisition and the date of securing the contract. Do you think that there are these delays in the contracts branch?—I really can scarcely say. I should be

obliged if this Committee would call two of the chief officers under me who could give evidence in detail on these points, and who put forward the demands. The Principal Ordnance Officer at Woolwich puts forward demands for all kinds of stores, and he keeps all records and details connected with contracts. The Chief Ordnance Officer at Pimlico is in charge of the clothing department, and could give you all detail as regards clothing. In fact, these officers will be able to give evidence in any detail which you may require.

415. Would you rather not enter into that question of delay as regards contracts?—I am afraid I could not give you evidence on that so well as they could.

416. Perhaps you could tell us, generally, whether you have any knowledge of complaints made by your department to the contract department of delays between the date of requisition and the date of placing the contract?—Yes, I have known such complaints.

417. I suppose you would agree with me that there is a marked distinction between delay between these dates and delay on the part of the contractor in carrying out his contract?—Certainly.

418. I suppose it is the duty of the requisitioning department to see that a contractor performs his contract properly, and that delivery is in accordance with contract?—Yes, so far as delivery of the right quantity and the right quality of the goods are concerned, but not in any other sense.

419. Do you ever specify time of delivery in your requisitions?—Yes, we do.

420. Is it the usual practice to specify time of delivery, or not?—I am afraid I can hardly tell you, but the two officers to whom I have referred, who send in the demands, will be able to tell you exactly. I may say many of our demands are for the earliest possible delivery.

421. No doubt in special orders it is the practice just as much in the War Office as in ordinary businesses to leave to contractors the proposal of the date of delivery?—I think that is the general course.

422. When you requisition certain stores, and the Director of Contracts gets in the tender bearing upon it, we will assume that it contains the proposed dates of delivery; does he consult you as to the dates of delivery?—In some cases he comes to us, but not as a rule, as it would not be of much use coming to us as to dates of delivery. The firms tender and say we will deliver on certain proposed dates. We assume that this is the earliest date on which the firm can deliver. Of course, if it were absolutely useless to have the things on so late a date, I should say we will not take this contract at all. During the past year we have sometimes wanted things very quickly, and time has been a great object, but, as a rule, contracts are not referred to us as regards the dates of delivery, they are referred in a certain number of cases as to which of several tenders shall be accepted.

423. If you, as the head of the department responsible for the supply, had any distinct opinion on the question of date of delivery; would you not put that into your requisition, or would you not ask the Director of Contracts to prescribe?—We should put it in the requisition if there were any special reason for getting a special thing at an exact date, but, as a rule, the contracts made we want at the earliest possible delivery, and then firms tender, and name dates for delivery.

424. Do you state that yourself on the requisitions?—Yes.

425. When that is stated, does the Director of Contracts communicate with you afterwards as to the dates on which the firms can deliver?—No. I do not think he does.

426. Do not you think it would be desirable that the Director of Contracts should communicate with you, the requisitioning department, as to the dates on which he contracts for delivery?—Yes, perhaps it would.

427. You requisition certain stores, and the date is fixed for delivery; do not you think it would be an advantage for you to know that date?—The Principal Ordnance Officer or Chief Ordnance Officer for Clothing does know, after the contract is made.

428. Your proposal, as I understand it, is designed to give you a better knowledge of when you can really expect to get the stores you ask for?—If the contracts were under me, I should take steps to make the firms so suffer if they did not deliver to the dates named,

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9 Jan. 1901.

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9 Jan. 1901.

that they would afterwards name dates to which they could deliver. Dates have become a farce.

429. That is a different question as to what steps should be taken to secure execution of contract, but as to the mere question of knowing when the contractors will undertake delivery, you said that you would have a better control over them if you were to do the buying. I would like you to explain whether you have not exactly the same control of that at present through the Director of Contracts, by requisitioning a particular date for delivery, or by arrangement that he will communicate with you when he has ascertained the earliest practical date for delivery?—Supposing I requisition for things to be delivered by a certain date, and the Director of Contracts puts them out to contract, and the tenders are received for delivery about that date. They tender for delivery at the date I have named, but, perhaps, I may not be any further advanced than I should have been if I had not named a date at all. In 99 cases out of 100, contractors will not deliver to the date they have tendered for.

430. Supposing the whole matter were under your own control, how would you get further as regards fixing the dates for delivery, quite apart from the question of the fulfilment by the contractor of the stipulation made; is it not within your own control now?—I can fix a date, and say that I want certain articles delivered on that day, but I cannot ensure getting them. If we were to ask for delivery the day after to-morrow for 10,000 tons of a certain material, there would be people who would tender to deliver, but what further advanced should we be? They perhaps would deliver six or nine month's hence.

431. Are you of opinion that the Director of Contracts does specify dates of delivery that cannot be practically adhered to?—I think the more general system is not to notify special dates at all, but ask what is the earliest date at which delivery can be undertaken. At present contractors tender perfectly recklessly as to dates, because we have no penalty clauses worth speaking of.

432. Your main complaint of the system is that the dates in the contracts are not properly followed nor adhered to?—Yes. I think that there is a bad system of contract.

433. Whoever made the contract would have to deal with the difficulty, would he not?—Certainly.

434. As regards the steps taken by the contract department for securing delivery according to contract time, you think that if you had control you would be able to get stores more quickly than the contract department does now?—I think I should be able to get them more quickly, and certainly more punctually as regards the date tendered for.

435. I rather gathered that as regards the dates filled in the contracts, that is now entirely within your control as much as it would be if you were the buyer, because you can, when you think it right to do so, requisition for a certain date, or you can leave it to the Director of Contracts to permit the contractors to fix their own dates; what other alternative would be possible if you had to make up the contract?—I am afraid I do not make myself clearly understood. If I fix a date the contractor tenders to that date, but in 99 cases out of 100 he does not keep to it; it is, therefore, useless for me to fix a date beforehand. The more practical system is, if I want certain stores as quickly as possible, to ask for tenders, at the same time telling the firms that the goods are wanted quickly, and asking them to tender and name a date when they can deliver. The Director of Contracts would probably put those tenders before me. And we should say:—This firm say they can do it in July and that firm in October; the firm tendering for July is a good firm, and we must take their offer. When July comes they do not deliver, and the reason of that is that it is not worth their while to deliver, and they look upon the date clause as a perfect farce. Any date they please they stick in, and they do not care whether they keep to it or not.

436. Supposing you were the buying authority, and the date was fixed by the contractor, just as in the present system, I understand you think you would then be able to get contractors to perform their contracts more punctually than they do now?—Because I should make it to their interest, which it is not now, for them to complete their contracts punctually, and I should make them suffer if they were unpunctual.

437. Have you ever had to deal with contractors in this way of getting them to supply according to contract?—I made a contract with a foreign firm for the delivery of a very large quantity of artillery material.

438. I meant as a general experience of getting deliveries?—I will give you one instance of a case where I made a direct contract, under the authority of the Secretary of State, with a foreign firm. I made it through an intermediary, for the delivery of a very large quantity of artillery material. The dates originally named by the firm were considerably in advance of anything that the English firms could do. I put in considerable penalty clauses, and when the time came for delivery, the firm said, We cannot deliver at the dates named, and we shall be much obliged to you if you will go over our works and satisfy yourselves that we are doing no other work, and that we are using every special effort to carry out your contract, but we made a mistake in saying we could deliver at that date, and we should be glad to know what you will do. We visited their works and satisfied ourselves that they had done everything they could to carry out the work. The mistake they made was that they named a date too early, so we said we will make a new contract and cancel the old one, we will name new dates to which your firm can deliver, and there will be an additional 1,000*l.* penalty for every unit that is behind its time. That was a fine of 12½ per cent., and we are in a position to enforce it.

439. (*Chairman.*) Generally speaking, have you had any large general experience of getting contracts carried out?—I have had a fair amount of experience of that kind in India.

440. The difficulty which you have described, and which is a real one, is a difficulty experienced in every large business undertaking, and not only in the War Office, the difficulty of getting things delivered at the times fixed in the contract?—No doubt.

441. (*Mr. Gibb.*) I believe the alteration that you would make, if you had the control, would be the imposition of higher penalties?—Yes, the imposition of cumulative penalties.

442. If that is the correct system of securing better deliveries, why is it not adopted now? I suppose the Director of Contracts can adopt it if the Secretary of State considers it is right?—That I cannot say.

443. The Director of Contracts told us that after he had made a contract his functions practically ceased, and that the inspection during manufacture was in the Inspecting Department, and not in the Contract Department?—Yes, he has nothing to do with inspection.

444. I think he carried that to the point of inspection with a view to seeing progress as well as ordinary inspection?—No. He objects in the strongest manner to my sending anyone to inspect during progress.

445. (*Chairman.*) I think we understood from him that occasionally he asked you to send down some inspector to act with a representative of his own to look into the progress of an order?—There has been a case recently in which we have sent our people together to the great gunmaking firms.

446. It is not the general practice, I believe, for him to send down during the execution of an order to see how it is getting on?—I do not think it is the usual practice.

447. Is it a fact that you do so?—I am not allowed to do so.

448. (*Mr. Gibb.*) Is there any limitation on the power of your Inspection Department?—My Inspection Department inspects stores on delivery, it has nothing to do with inspection of work, except in certain cases during manufacture. We have inspectors of steel at Elswick and Sheffield, who test the steel before it is put into the guns. Inspectors of small arms also inspect parts of rifles during manufacture.

449. Have you anything to do with the date of contract and the date for inspection on completion?—I have nothing to do with the date, I put forward the demand, and I have nothing more to say until the stores are delivered to my inspector for inspection.

450. Although the work on the contract may be obviously and notoriously in arrear, still you do not recognise that it is your duty to take any action?—Not only do I not recognise it, but it is distinctly laid down that I am not allowed to do it.

451. I rather think the Director of Contracts equally did not recognise the responsibility on him to do it?—What happens constantly is that the Principal Ordnance Officer, or the Chief Ordnance Officer for Clothing, represents to the Director of Contracts that there is great delay with regard to a certain contract, and that certain stores are urgently required; things may be very seriously affecting the efficiency of the Army. Representations are made through me, and I send them on to the Director of Contracts, or they are made direct to him.

452. The Director of Contracts told us that after making a contract he had no knowledge of the articles being delivered in accordance with contract, unless he got a special complaint from the receiving department about delay?—Yes, that is so.

453. He also said that there was no regular system of keeping a check upon contract deliveries being up to contract times?—A check is kept by the Principal Ordnance Officer and Chief Ordnance Officer, Clothing Department.

454. If there were a special delay in delivery under contract, would it be the duty of the Receiving Department to make complaint to the Contract Department?—Certainly, and it does so.

455. Have there been any very large number of complaints of delays emanating from your department and sent to the Contract Department?—Yes, a great many; but if you will kindly examine the Principal Ordnance Officer on that point, he will be able to state more exactly than I can.

456. Would it be difficult, or give much trouble, to prepare a statement showing, for a period of six months, the complaints made by your department for delays in contract deliveries?—I do not think it would be difficult, nor do I think it would be difficult to prepare such a statement showing delays during the last two or three years.

457. Do you not think that more might be done in the way of inspection during the progress of a contract to see that due progress is being made by the contractors?—I think a great deal more might be done; that is why I was anxious to get those two travelling inspectors for the Director of Contracts; I wrote and said that it was absurd to expect work to be done by sitting in this office; he must have inspectors to keep contractors up to their work.

458. If that were done, and done adequately, would it affect your judgment as to the desirability of passing the buying of stores to the Supplying Department as distinguished from the Contract Department?—Not the least in the world; it is I, the Director-General of Ordnance, who feel the pinch. I am not getting these stores now, and what I have to do is to go to the Director of Contracts and tell him how I stand, and he does something or nothing as he thinks fit. If the purchasing was in my hands, and a certain firm was so much in arrear, I should send my man to find out the reason why.

459. (*Colonel Miles.*) I suppose you would not put the contract out unless you were assured that the contractor could do it in the time stipulated?—Certainly not. The Director of Contracts constantly puts forward proposals for work to be given to new firms, and if it is for any important class of work, I say no, not until I have inspected that firm, and I propose to send one of my inspectors to inspect them and see whether they are fit to carry out the work; that is not my business, but I do it.

460. (*Mr. Gibb.*) If you had the function of buying, that would place the inspecting and buying under the same head, but not in the same hands?—Quite so. The Inspecting Department contains officers of Her Majesty's Army, and that is absolutely a distinct department; the Contract Branch would be simply one of the eight branches of my department in the War Office.

461. The Inspecting Branch and the Buying Branch would have the same departmental head?—Yes.

462. Who is responsible for determining future necessities as to stores?—It is difficult to determine future necessities as to stores.

463. Who decides as to the orders for stores for next year?—I do. But I can only order up to the amount granted in estimates. I am responsible for dealing with all questions except patterns of clothing.

464. But is it your duty to foresee necessities?—It is very much my duty. I think, if you ask the Chancellor of the Exchequer, you will see that I have foreseen very considerably.

465. Then the duty of foreseeing, so far as the provision of stores supplied by you, rests upon you?—It does. I take Votes 8 and 9, and I take the whole responsibility of those Votes, that is to say, I am responsible to the Secretary of State for the administration of them.

466. Is the preparation of the Estimates done in your department?—The Order in Council says that the Director-General shall submit proposals for the annual estimates for the above services, for which I am responsible. It says that the Financial Secretary is charged with financially reviewing the expenditure proposed to be provided in the annual estimates for Army services.

467. Is the actual work of preparing the Estimates done in your department?—I put forward my estimates for my own services.

468. I suppose your estimates may be divided into normal requirements, reserve stores, and new requirements?—Yes.

469. Is that a distinction that lends itself to your mind, or could you suggest another distinction?—I think new services and normal up-keep would be better; we have never had any special estimate for reserves, up to the present time.

470. How much of the work connected with the detailed preparation of the Estimates is due to the estimating for normal requirements as compared with new services?—I should say the heaviest part of the work was the normal, the other comes in considerable sums.

471. (*Sir George Clarke.*) Do you find it an advantage, or a disadvantage, that the department which buys all your stores has no personal knowledge of them, and no technical knowledge?—It is certainly not an advantage.

472. We have heard that it is an advantage?—I do not quite see how that can be.

473. Your experience is that the Contract Department has not sufficient knowledge of the work and capabilities of the firms?—I think so.

474. Such an inspection as took place the other day, the joint inspection of your officers and the representative of the Director of Contracts is quite a new thing, is it not; as I believe it has not been the practice in the past?—It is, and I should like to say that the Director of Naval Ordnance put forward a proposal to me some time ago that it was desirable that we should know more about the capabilities of output, and the quality of manufacture of the firms which make cordite for the Government, and he proposed to me that I should send an officer of the Inspection Branch which inspects cordite, and an officer of the manufacturing branch which manufactures cordite in the ordnance factories to inspect the different works making cordite for the Government. I thought the Director of Contracts could have no possible objection to this proposal, and I sent the Chief Inspector at Woolwich and the Superintendent of the Royal Gun Factory to inspect some of the cordite works. We passed the papers to the Director of Contracts and he took great exception to my having done this. The matter was laid before Lord Lansdowne, and, after discussion, he stopped this inspection of the cordite works. The Secretary of State decided that in the first instance, this was the duty of the Contract Branch, although the Contract Branch people could not possibly know anything about cordite. I again put the question before Lord Lansdowne, but in the meantime the Director of Contracts had sent some of his clerks to inspect these cordite works, although, as I say, they could know but very little about it. On the other hand, my people were experts, and would have been able to form their own opinion on the points in question. Lord Lansdowne afterwards decided that these inspections were in future to be made by a representative from the Contract Branch and by my official jointly. I had no objection to that, and some time afterwards the works of the great gunmaking firms, who were heavily in arrear with guns, mountings, ammunition, and other things, were visited by this joint committee of ours, which consisted of a representative from the Director of Contracts, the Superintendent of the Gun Factory, and a Mechanical Engineer. This committee was sent to examine the causes of delays

Gen. Sir H. Brackenbury,
G.C.B.,
G.C.S.I.

9 Jan. 1901

Gen. Sir H.
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9 Jan. 1901.

and to report, and they have reported, and Mr. Brodrick has taken up the whole question of the penalties on the contracts of these firms. It is a new departure to send this committee to inspect the works, but it is a thing which ought to be constantly done.

475. Does it not seem to require more explanation to put an Inspection Department under the Director of Contracts while you have at your disposal a staff to do that kind of work?—Certainly.

476. And can it be supposed that an inspection of cordite by a non-technical person could be of any advantage to the public service?—I think an inspection by a person who is not an expert, can only result in his reporting what he is told by the contracting firm; I cannot see how it can be otherwise.

477. You spoke of friction between your department and the department of the Director of Contracts. Do not you think that friction is inevitable under the system, and that it has nothing to do with any personal question?—I am personally on good terms with Mr. Major, and my staff with his assistants, but none the less the friction exists.

478. That would point to defective administration causing friction, which would not otherwise arise?—I think so.

479. Have you ever called upon the Director of Contracts to apply penalties?—Frequently, there have been some remarkable cases in connexion with that. I think fines have been inflicted lately more than they were before, because I protested about it.

480. May we take it that there is a divided responsibility on your part; you are responsible for supplying

everything to the Army, but your power does not include the purchase of the articles?—Quite so.

481. And, therefore, that state of things, you consider, cannot be satisfactory?—I am charged with the duty of supplying things, but I am not allowed to purchase them; somebody else does that; I can only send in a requisition for them.

482. (*Sir Charles Welby.*) Supposing the system were altered as you suggest, would not there be an increased possibility of collusion between contractors on the one side and the members of your Buying Branch and of your Inspection Branch on the other, and in the event of that leading to the passing of defective stores, which might possibly cause a public scandal? Do not you think it possible in that event a charge might be brought against your system that it was too much of a close borough, and that there was not sufficient check against such an event arising?—I think if you are going to have any real responsibility under one man you must take that risk; after all it is not so much what people will say. The question is, would there be any greater risk under my proposed system than there is at present with the Director of Contracts' people who buy for my department? It seems to me that there would be no greater risk of my people entering into collusion than there is at the present time with the Director of Contracts' subordinates.

483. I did not put it to you as a practical risk, but as to what might be said in the event of a scandal?—That cry was raised when I proposed that the ordnance factories should be put under me. They said that the Inspection Branch being under me, the Manufacturing Branch should not be under my charge also, but that has all blown over, and the system works well.

The witness withdrew.

THIRD DAY'S MEETING.

SECOND DAY'S EVIDENCE.

At the War Office.

Tuesday, 15th January 1901.

PRESENT:

—MR. CLINTON DAWKINS (CHAIRMAN).

MR. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
MR. G. S. GIBB.

MR. W. MATHER, M.P.
Colonel H. S. V. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

MR. H. J. GIBSON, *Secretary.*

Colonel John
Steevens, C.B.

15 Jan. 1901.

Colonel JOHN STEEVENS, C.B., examined.

484. (*Chairman.*) You have, I believe, been Principal Ordnance Officer since April 1898?—Yes.

485. That is to say, you are practically storekeeper of the Army, so far as Woolwich is concerned. You receive all the stores?—Yes.

486. And, having received them, you issue them to the different departments that require them?—Yes; not only do I receive them, but I have to provide for them, so as to meet the wants of the Army in advance.

487. That is to say, if the stores in a particular branch begin to run low, you demand a sufficient number to keep them up?—Not only that, I know the requirements of the Army. I have to provide stores to meet those wants, not when they are running low, but I have to estimate beforehand, and get them beforehand; it is no use my waiting until they run low, because you could never then meet the wants of the Army; you cannot meet the wants in a hurry. I have to keep up stocks to meet existing services, or to provide stores to meet new services.

488. Then you would make demands to replenish the stocks when they begin to run low; but as regards new services, you have to foresee them, and make the necessary demands?—Yes.

489. Then, I understand, you yourself do not actually draw up the requisitions. The requisitions are founded upon your demands?—Which requisitions?

490. The requisitions which come into the Contract Department?—I make the demands on the Contract Department. I draw them up in my office.

491. The specifications are drawn up by the Inspecting Officers, are they not?—Yes.

492. You simply make a demand for so many articles, according to the specifications which accompany that demand to the Director of Contracts, or to which reference is made?—They do not accompany the demand. They are quoted on the demand. Every specification has a number, and every pattern has a number. Against each item, for instance, "harness,

crupper," there will be a column, "specification so and so," "pattern so and so." In my demand that is detailed in the column.

493. Then in the actual demand that you make for such and such saddles, for such and such a service, there would be a specification already drawn up, which had issued from the Inspecting Department originally, according to which the saddles would have to be provided?—Yes.

494. And the saddles upon receipt, before you took charge of them, would be tested with regard to the specification originally framed by the Inspecting Officer, who is not under you?—Quite so.

495. Do you think that the system under which your demands are forwarded to the Director of Contracts leads to any delay?—Yes, it leads to delay in meeting the wants of the Service. That delay also causes the efficiency of the Service to suffer, because I do not get the stores when they are required, owing to the necessary delay which occurs in passing through many post offices before the tenders, apparently, can be got out.

496. Of course, there is a certain amount of delay which must be involved, whoever bought the articles, in putting out tenders, advertising, and so on; but do you think, apart from that, that there is any serious delay in fact which occurs in the Contract Department. When your demand is put into the Contract Branch, is there any delay in the Contract Branch before they deal with it? Do they keep it there two or three days before putting out the necessary tenders?—Yes, many days, weeks; and the whole question is that, although I may put on "urgent," or "for immediate provision," I may do it in time of pressure on 50 demands, and the Contract Branch cannot know from any minutes I may put on the papers which is the more urgent; they must then practically take them in routine. If I were to deal with those demands, I should at once know whether I must deal with this or with that; they cannot know, and therefore there must be an inevitable delay in treating one after the other.

497. Does that delay, in your opinion, arise from any remissness of the Contract Branch, or simply from the fact that during the recent emergency and pressure the Contract Branch has been so under-staffed that it has got into arrears with its work?—It is not remissness, undoubtedly, but it is from want of knowledge in dealing with the demands, as to giving priority to the proper demand. No minutes of mine can give them the information how to deal with the question, and, in my opinion, they do not look upon the immediate importance in the way I should look upon it in dealing with the requirements.

498. But I suppose that in a Contract Branch that approached a state of perfection, whenever any demand came in, the necessary action inviting tenders, and so on, would take place within 24 or 48 hours?—There is such an amount of writing involved that it is impossible to do that, if they carry out the ordinary routine system; but tenders could be invited by telegram to meet an emergency; routine is another thing, but on emergency one must overthrow all routine. That is my ideal.

499. Then it comes to this, that the Contract Branch has not sufficient staff, in your opinion, for dealing with questions of emergency?—They do not appear to me to attempt to do that; they have not sufficient staff, but they do not seem to attempt to deal with emergent questions.

500. You mean they are already swamped, or, at any rate, have been so during this recent pressure; or is it the same in normal times?—There are always long delays in normal times. I can give instances which, perhaps, would explain what I mean.

501. I should be very much obliged if you would give us instances of delays which took place, both in normal times before the war, and in times during the war, when there has been, of course, severe pressure?—I am afraid I have not instances before the war, because that is going back into records for some years, but here is one instance of what I refer to: Signal rockets were telegraphed for from South Africa; the contract demand was sent up on the 13th February, for immediate provision; this was at the time when Mafeking was in question, and various other posts, where signal rockets were a very important item; the demand went up on the 13th February, the tenders were sent out on the 22nd February, returnable on the 28th February, and delivery was completed by

the 20th April; that is to say, by the system followed, it took from the 13th to the 28th February to get in tenders.

502. The tenders went out on what day?—On the 22nd.

503. I suppose there had to be a certain number of days for the tenders?—Six days, in order to give time to the contractors, but we knew pretty well who made signal rockets, and we could have purchased them quickly by telegraphing to a certain firm to get them; and the exigencies of the Service, I maintain, would have warranted our doing so.

504. That is a particular case in time of emergency; I understood you to say that delays also occurred during normal times. If, without going very far back, as the war has only been going on, after all, a year and a half, you could give us any instances of delays having occurred during normal times, we should be much obliged?—I have not looked into the question, and I could not give you any instances without looking up records.

505. But I thought you said delays did occur during normal times?—Yes, necessarily they do; there are necessary delays, I do not say there is anything else, in getting out the documents for the tender forms.

506. (*Mr. Beckett.*) You mean as part of the system?—Part of the system.

507. (*Chairman.*) What does that necessary delay consist in? The Department receives your demand, say, for saddles, and then they have to look out the specifications for saddles, and then get out the tenders, is not that so?—It is purely clerical; they do not hold the specifications in the Contract Branch; they are only quoted. Their tender forms are merely copies of my requisitions.

508. Where are the specifications actually lodged?—They are at Woolwich. The contractors have to go to Woolwich to see the patterns and specifications, in order to make their offers on the tender forms.

509. When the Director of Contracts puts out a tender, he says that saddles must be supplied according to such-and-such a pattern?—Yes.

510. Does he then refer the contractor to the actual pattern which is kept at Woolwich?—Yes. It is stated on the form that the contractor can see the pattern and specifications at Woolwich; he goes down to see them; and he then makes his offer.

511. Now, supposing that the purchases were made, not through the Director of Contracts, but direct by the heads of Departments at Woolwich, you would still, as long as you had a system of tenders, have to go through those forms; you would have to put out your tenders, and invite your contractors to come and see the patterns?—Undoubtedly.

512. That is an unavoidable delay, as long as you have a system of tenders?—Yes.

513. And you cannot get over it as long as you have a system of tenders and a system of specifications?—That is so.

514. Then, if the purchases were effected directly by the heads of the Departments, as long as the system of tenders and specifications was kept up, do you think that the work could be done more quickly and more satisfactorily?—It would be done, I consider, more satisfactorily, because we should have dealings with the contractors, and if they did not offer we should know where the shoe pinched. I know all about the Stores and the requirements, and I should be able to say: If you cannot do it in black, you can do it in brown. But here the want of knowledge of the Contract Branch would prevent their asking that question. If I can see the contractor, and know what he is doing, if he is doing one class of work, I could say from knowledge of circumstances: Drop that, and go on with the other. In order to enable the contractor to get that information, he would have to go to the Director of Contracts, from him to the Director-General of Ordnance, and then to me. We are not in touch with the man who makes the things and supplies the things. Everything is done through what I may term a fifth wheel.

515. But as long as the system of tenders is kept up, you could not deal with the contractors in the way you suggest; you would have to put out your tenders?—Undoubtedly.

[Colonel John Stevens, C.B.]

15 Jan. 1901.

Colonel John
Stevens, C.B.

15 Jan. 1901.

516. It is the system of tenders that causes delay?—It causes necessary delay; that will have to follow, whatever system is adopted. The tender must go out; it must be carried out in that way.

517. Then where would the precise advantage come in of having the purchase made by an officer like yourself with expert and technical knowledge?—I have to get the Stores at a certain time. I have to meet the wants of the Service. I should see all the tenders, and I could therefore say that the lowest tender would do or the lowest tender would not do; and I should therefore not give it to the lowest contractor if it would not meet the Service.

518. But you do see the tenders now, do you not?—Only occasionally. I had one only two days ago about tent-pins. The tenders were out about a day or two ago for these tent-pins. The lowest contractor quoted at about 4s. 6d. a hundred, and the next contractor about 6s. 6d. a hundred; but the 6s. 6d. man gave a better result, a better delivery.

519. In point of time, do you mean?—In point of time. The Director of Contracts proposed to give this higher contractor a million and a half, and the lower contractor only a million. That was referred to me, and I then said, "But I do not want tent-pins; I have plenty. If you give it to the lowest tenderer, it will meet the Service." He thought we wanted them, and (it was in the best interests) was going to give the contract to the higher contractor, but he asked the Director-General of Ordnance, "Do you agree?" He did not do it without consulting him. He had not the knowledge. I have the knowledge at Woolwich to deal with all those questions without their going through two branches up here before the matter comes to me.

520. But when you put forward your demand, you also state with it, do you not, in what time the article is wanted?—My demand states, if it is pressing, "For the earliest possible delivery." Then they should consider the rate of delivery on the tender.

521. That is to say, they should consider both time and price; they should pay a higher price for an article that can be delivered soon than for another article that can be delivered cheaper at a later date, if early delivery is necessary?—Yes.

522. Do they not take time into consideration?—Yes, but the generality of my demands simply go up: "Provide so-and-so," unless there is any special urgency, and then they make provision according to the tenders.

523. That is to say, unless you specify that your demand is a pressing one, they would, as a matter of course, take the lowest tender?—Yes.

524. Then it seems to me that, supposing the contract department were sufficiently manned to be able to pay prompt attention to the more pressing demands, the work might be carried out really quite as quickly as if it were executed by the heads of Departments themselves, who have expert and technical knowledge?—The mere fact of putting out tenders and getting in the replies could be so done, but there are frequently questions arising upon tenders; either the contractor writes about the specification, or he says that he could do so-and-so at a quicker time if he got a greater quantity. That has to be referred to the Director-General of Ordnance, who generally refers down to me when such questions arise.

525. Such questions would always be liable to arise, but under the present system they have, practically, to go through another post office?—Yes.

526. Involving, you may say, 12 or 24 hours' delay?—Yes; a minute written in the Contract Branch by the Director of Contracts on the 14th would probably reach me on the 18th or 19th; it takes considerably more than 24 hours.

527. There is no reason why it should not be put through quicker than that, unless it may happen that the branch is under-staffed?

528. (Colonel Miles.) You mean by going through the different heads; that is the course of procedure, and that takes time?—Yes.

529. It is not a question of staff?—No.

530. (Mr. Gibb.) Would you tell us the steps that take the four days? You say that a minute of the Director of Contracts would not reach you, supposing it were dated the 14th, till the 18th. Will you just follow

what happens to that minute?—On the 14th the Director of Contracts makes a minute; it would get over to the Director-General of Ordnance's office some time on the 15th, probably by the afternoon box; it would be noted in their register book, and it might not get to the officer in charge of the branch until the 16th. He would minute it, and then it would go out and come by Woolwich messenger, and it might come that afternoon or the next morning.

531. (Chairman.) Then the delay apparently is in the Director-General of Ordnance's office; the Director-General of Ordnance's office is the post office where the delay occurs?—It has to be dealt with in the Director of Contracts' office, which generally takes one or two days. In getting through papers take a long time.

532. (Mr. Gibb.) But you assume that it comes out of the Director of Contracts' office on the 15th?—Yes.

533. If it takes three days to reach you, then the delay must be in the Director-General of Ordnance's office, and not in the Contract Office?—Yes.

534. (Chairman.) Then supposing the heads of Departments were to make the purchase themselves, you could probably only eliminate one of these post offices. Supposing the Director of Contracts did not exist, still the letter would have to pass through the Director-General of Ordnance; it could not go straight to you?—Unless he decentralised the work to me.

535. Unless he left you to deal entirely with certain contracts?—Yes, and as I should be working under him, I have no doubt that he would not place such restrictions upon me as I now have placed upon me.

536. But are those restrictions imposed by the Director-General of Ordnance, or by the Director of Contracts?—By the Director of Contracts, by the system under which it works.

537. Could it be the regular system that the Director of Contracts should deal directly with the principal officer of the Department, instead of the matter passing through the Director-General of Ordnance?—No. Because the Director-General of Ordnance may wish to have something to say on the matter himself, and there are also financial questions involved. I do not keep the money-value of the Stores at Woolwich.

538. But how do they come in on a reference like this with regard to a contract?—If a contractor delivers a thousand more picket pegs than his contract, it would come down to me, "Do you advise acceptance?" These cost, say 50l. I say, "Yes, I advise it;" but then there is 50l. on the Vote for which the Director-General of Ordnance is responsible, and which he keeps up here in the office. Therefore, the paper must be referred to him to know whether he has the money to spend on it.

539. Precisely. He has only a certain sum of money to spend?—Yes.

540. Then I do not see that the delays are imposed on you by the Director of Contracts, but rather by the Director-General of Ordnance, in reality by the fact that it is necessary to ascertain whether there is financial provision for it before an order can be made—whether you have money with your bankers before you draw a cheque?—It only means one more reference, one more branch at Headquarters to be consulted.

541. To turn to inspection, the inspection is done by the inspecting officers under the Director-General of Ordnance, but that is quite distinct from you?—Quite.

542. Now, as regards penalties, in your opinion, is the system of dealing with penalties satisfactory?—I consider it unsatisfactory. I gave evidence before the Mowatt Committee which dealt very largely with contract questions, to the effect that penalties were very rarely enforced, and I handed in a statement showing that from my records about 15 penalties had been enforced during the previous three years.

543. Would it be for you to recommend that penalties should be enforced, or for the inspecting officer who inspected the articles before he passed them over to you?—I do not recommend; it is for me to send a statement to the Director of Contracts that the penalties have been incurred. I keep the records of receipts; he deals with the question as to whether a penalty shall be enforced.

544. That is to say, if the goods are late in delivery, or if the inspecting officer finds them to be of inferior quality, this is reported to you, and you report to the Director of Contracts that the occasion for a penalty

has arisen; is that the procedure?—Yes; but it has nothing to do with the Inspection Branch; the information comes out because the articles are rejected, and, therefore, they are not received; but, as a matter of penalty, the Inspection Branch keep no records of the deliveries.

545. Then you state or suggest that there is occasion for a penalty?—I do not suggest. I send up a statement showing that there is a penalty incurred, and, on some occasions, I have recommended definitely that the penalty should be enforced; but it is a matter entirely for the Director of Contracts to deal with.

546. When you say that it is entirely with the Director of Contracts, do you mean that he remits or modifies a penalty that you have recommended without consultation with you, and without being in agreement with you?—It is the Director-General of Ordnance who really makes any recommendation, and I know that there have been cases where the Director-General of Ordnance has made recommendations, and the Director of Contracts has not agreed with him.

547. That is a matter in which you yourself do not particularly intervene?—No, I do not.

548. It is the Director-General of Ordnance?—Yes, I have noticed one or two papers where the penalties have been remitted, and I certainly could not understand the causes of remission.

549. Now if the Contract Branch were to be broken up and decentralised in any way, would it be possible for you yourself to become the purchaser of certain articles, while the superintendents of the factories purchased other articles?—Yes.

550. And you contend that you have expert knowledge which would particularly qualify you to do that?—Yes.

551. But I suppose that you would want under you certain clerks to keep you posted with regard to sources of supply?—I do not quite follow you.

552. I understand that at present the Director of Contracts, amongst his other duties, makes himself acquainted with all the existing sources of supply in the country of certain articles, so that he can make the best bargain possible really for the public, by having the widest field from which he can draw his supplies?—I do not think he does; I have cases where I have telegraphed and written to him and said: "It is useless giving so-and-so any more contracts, he is defaulting in every branch;" but still they give them. I have cases where I could point this out to you. For instance, I twice telegraphed regarding a tent contract in December, and the contractor was sent down to see me with his list of outstanding orders for me to tell him which would be the most important. He stated, as an example, that he could make a 1,000 circular tents a week, which was put on paper and given to the Director of Contracts, who passed it on to me. He delivered 238 a week instead of 1,000; and on contracts which should have been completed, he delivered 540 in December, when he ought to have completed 2,500. He was a defaulter all round, and yet contracts were constantly being given him. In the same way another tent firm had been given contracts by which they should have delivered 350 tents a week, and taking the first three months of last year, from the 1st January to the 31st March, they delivered 17 tents during the whole of that period, when contracts had been definitely made with them to deliver 350. I pointed this out at a meeting which the Secretary of State had some time in May, when it appeared that no one had been to see these firms' works or to know why they did not deliver, or anything of that kind; but there was the fact that they had contracts given to them for 350 tents a week, and they delivered 17 during three months.

553. And were there, in your opinion, other firms who would have been more capable of supplying the tents?—Yes, there were, and they were afterwards employed.

554. Had you previously recommended that the order should be placed elsewhere?—No, I had not.

555. Could you give us the names of the firms?—Yes. Shall I give them now?

556. Would you send them in privately?—If you please. I might take another case where orders are placed. Of course the year has been abnormal, we know that; but when one points out that contractors are doing nothing, still orders are placed with them,

and are added on, and that is what I maintain is very serious.

557. How do you know that contractors are doing nothing; have you any means of sending down yourself and finding out as to the progress of orders?—I have done that.

558. It does not come within your duties to do it, really?—No; but I communicate with contractors and ask them what they are doing. I have communicated in this way with one firm who had a contract for tent mallets. That contractor was given a contract for 10,000 tent mallets in December 1899. In March, when he should have delivered more than half, I telegraphed to him to ask, "Why no delivery?" He telegraphed back and said: "I have not my machinery, but I expect it next week." While this was going on, although this was reported to the War Office, another order was given them for another 10,000; that firm has delivered up to the end of last year 127 mallets instead of 20,000; and, as a consequence, it was only yesterday, the 14th of January, when I had orders to send tents to the Cape (I had an order for several thousand tents, and was unable to supply mallets with them) that I telegraphed over to the Inspecting Officer at the Dockyard at Woolwich to say: "Have you not any mallets? I hear you have some rejected, but could they not be done with at a push?" and I received his telegram yesterday: "There are 500 of so-and-so's lying here rejected, because the handles will not fit the heads;" this is the contractor who should have delivered 20,000, who did deliver 127 up to the end of last month. That is only one case; it is most difficult to pick them out to explain the delays to you, but that is just an example.

559. Have you any idea, in your own mind, how these very unsatisfactory contractors come to be placed on the War Office list?—I cannot understand it.

560. Is it partly that, as regards these articles, there are only a limited number of people who can supply them?—Yes, in this case, it is so; but I think to employ a contractor and give him an order for an additional 10,000 when he had made no deliveries on a previous order for a like quantity on a former contract, is a thing I cannot understand. I asked him why he has not delivered, and he says he hopes to have the machinery up next week, and with that before me, to give him another order for another 10,000: I do not follow the theory that would carry on business in that way.

561. Would there have been no possibility of buying these articles in default from anybody else?—Not in default at the present time, because all the trade is practically full up. But here is another example about default to which you refer. There was a contract on the 19th of May 1899 for 7,900 packing cases, they were unsupplied; the contractor was called upon to expedite, and explained that he had not elm for the ends, but "hopes to get it soon from America." On the 3rd September that year there were over 5,000 undelivered. The deliveries had to be so many a month. On the 20th September the contractor wrote, "Will make a delivery next week." Nothing happened. On the 3rd November the contractor states he is "doing his best to get the elm." Nothing happened. On the 25th November he writes, "Have arranged to get elm from America and cannot speak with confidence as to deliveries until telegraphic confirmation of purchase from America." Nothing happened. On the 31st January, the contractor says, "Have arranged to purchase and expect to get the documents" by the 10th January. On the 6th February he replies "Nothing definite yet. Expect a mail to-morrow." Well, the net result was that the contract for the delivery of those 7,900 cases was to be completed on the 31st March 1900; up to the 17th August 1900 he had supplied just over 4,000; leaving over 3,000 unsupplied. Those were purchased elsewhere in default; but as they were purchased cheaper, there was no excess cost and therefore no penalty for delay. And those documents go backwards and forwards to the War Office with those excuses on them.

562. (Mr. Gibb.) With whom would that correspondence which you have been reading take place?—With the Director of Contracts, in reply to his letters.

563. It is correspondence between the Director of Contracts and the contractor?—Yes, the usual procedure is that I send him up a hastener to do it; he

Colonel John
Steevens, C.R.

15 Jan. 1901.

Colonel John
Steevens, C.B.

15 Jan. 1901.

writes to the contractor and says, "This is very unsatisfactory, please say what you can do;" the contractor answers and the Director of Contracts says, "P.O.O. please see." That would be the ordinary routine case.

564. We have had Mr. Major before us, and I asked him. "Do you consider contractors on the whole deliver well up to contract time?" and his reply was "On the whole, certainly;" so far as your experience goes, it seems that you do not agree with that?—I differ entirely.

565. Do you think that there is substantial and serious delay in the supply of stores under contract?—Yes.

566. Not only in individual cases, but in many cases?—I can only say that I place no reliance whatever on dates which are arranged for in contracts for delivery.

567. That might be the fault of the dates being loosely filled in?—By the contractors. There is no penalty; practically there has been no penalty attached. I have often heard it stated—I cannot give evidence of it—that a contractor gives a price in order that when he is slack in his business he may just cover his rent and his men's wages.

568. You do find, under the present system, that there are many delays?—I do.

569. The Director of Contracts also told us that there was no regular system by which he was advised as to whether articles were delivered at the contract time or not?—There is a perfect system.

570. He said that he only heard of any difficulty if there was excessive delay in delivering the articles?—After the date of completion has arrived we give the contractor 10 days' grace. Then we send what we call "B" and "C" enquiry forms.

571. From your office?—Yes, to the contractor; it is returned, and then the whole deficiency is reported to the Director of Contracts, unless during this inquiry and subsequent correspondence delivery is made. He then knows when the contractor has not delivered to time.

572. Then do you report to the Director of Contracts every case where there is delay over 10 days?—Until the war pressure we did. When that arose it became impossible, because there are delays in every contract.

573. In normal times?—In normal times they are reported.

574. Then it would not be difficult to prepare a statement covering six months, we will say, or a year, embracing only important contracts, showing the delays which in fact took place?—No; it could be done.

575. Say in the year 1898?—Yes.

576. Then perhaps you would take in hand the preparation of a statement of that sort to show the Committee what delays have in fact taken place?—Yes.

577. Now I asked General Brackenbury whether complaints had been made to the Contract Department by the Ordnance Department about the occurrence of delays, and he referred me to you; what do you say?—They are many.

578. You have complained of delays to the Contract Department?—Yes.

579. Has it been the subject of personal conference between you and the Director of Contracts?—Never—all on paper.

580. Then have you been making habitual complaints?—Habitual complaints.

581. And has any notice been taken of your complaints?—Yes. The usual notice is that the contractor is hastened.

582. (*Sir George Clarke.*) That is to say, he is asked to be quicker?—He is asked to be quicker.

583. He is not necessarily quickened?—No.

584. (*Mr. Gibb.*) That is to say, each complaint is dealt with by itself?—Yes.

585. But have you taken up the question with the Contract Department from the point of view of systematic delay in the delivery of the stores under contract, apart from the delay, under any particular contract?—The general question?

586.—Yes?—No, I do not think it has been discussed as a general question.

587. You see your evidence here is that there has been, for a long period, habitual and systematic delay?—Yes.

588. But you have never thought it advisable, previously, to take up that question with the Director of Contracts?—Whenever any question is taken up on contract questions, I have the feeling that it is bound to be opposed. During the time that I have been at Woolwich, I think, only once have I ever seen any sympathetic answer to our difficulties, in meeting the requirements of the Service, from the Contract Department.

589. That is to say, you have refrained from complaining, because you thought it would be no use?—The question of these delays is so well known. The question was very much discussed at the Mowatt Committee, specially about fines and the method of dealing with contractors, and about giving contractors orders for precisely the same stores for which they were already in arrears.

590. But, if your duty of providing the Army with stores was being hampered with these habitual delays in getting stores, would it not have been right to raise the question for the consideration of the authorities?—The question was raised, and I was present when the Secretary of State, Lord Lansdowne, had a meeting about it, and excessive delays of certain items were brought before him. The result of that meeting I never saw.

591. When did that meeting take place?—In May last.

592. Now, as regards the suggestion that the purchasing should be done by the Ordnance Department, I understand you think that that would lead to Stores being got more quickly?—I do.

593. But, supposing the Ordnance Department had the duty of purchasing, what could they do that the Director of Contracts cannot do now?—If the duty were appertaining to the Director-General of Ordnance he would, I am convinced, decentralise purchases, instead of the contracts being under a separate department, so that every little thing in deviation from routine that I do or that any officer under the Director-General of Ordnance does, is queried and brought forward for the consideration of the authorities. It is only this morning, five minutes before I came into this room, that I saw a paper in which the case of a purchase of six corn crushers was held up to show that I had bought them at Woolwich when there was no necessity for me to go into the contract business, as they had bought 200 immediately afterwards with great ease. The facts as to those six corn crushers are these: I had the paper down on the Saturday morning; I remember distinctly; it was at the very beginning of the campaign; and it pointed out that on every transport carrying horses there should be corn crushers to crush the grain for these horses. I had the order on the Saturday morning that six were to be put on board ship. They were to be put on board on Monday or as soon after as possible. I sent out and bought them. In no other way could those corn crushers have been put on board. But it is thrown back upon one, and queries are raised on one's action, which was really taken for the good of the Service, and in the only possible way that the service could have been met. And that is done on every possible deviation from routine that is carried out. We serve different masters, apparently.

594. But if the duty of buying were transferred to the Ordnance Department, the same kind of question would be raised, would it not?—No, the Director-General of Ordnance would not raise that question.

595. But would not the financial authorities raise it?—I should think not.

596. Do you suggest that the Director-General of Ordnance should have a general power to buy, with a discretion to buy with or without tenders?—Certainly.

597. You would give him an absolute power to buy, dispensing with tenders if he thought fit so to do?—Competitive tenders, you mean?

598. Competitive tenders?—Certainly.

599. Then, if that is a desirable thing to do, that power could be given to the Director of Contracts as well as to the Director-General of Ordnance?—He has it now, unless I am very much mistaken.

600. Then your complaint is that he does not exercise that power in a sufficient number of cases?—No, my

complaint was about the Contract Branch being apart, so that where the Service requires us to go out of the usual routine, if I or any officer of the Director-General of Ordnance do anything in that way we are immediately jumped upon, if I may use the expression, although the service could not have been met in any other way but by ignoring routine.

601. Does not that really come to this, that you sometimes think a purchase should be made promptly without issuing competitive tenders; the Director of Contracts thinks that it should not, and there is a difference of opinion between the two officers?—I knew that the Service could not have been met, except by omitting competitive tenders. I have explained that this order came on the Saturday, to be put on board ship in the docks on the Monday and the Tuesday, and the only way to get that done was to send a man to the makers to pick them up where he could.

602. If the Director of Contracts had agreed with your opinion, the system would have presented no difficulty in carrying it out?—I do not quite follow the question.

603. Supposing that the Director of Contracts had taken the same view in the particular case which you mentioned as you did, he could have concurred with you in having the stores bought as they were bought?—Yes.

604. So that the system did not prevent that being done; it was simply the particular opinion of the Director of Contracts on the particular case?—It is the same with every case.

605. But does not that come to this, that you think the Director of Contracts does not sufficiently authorise you to buy without competitive tenders?—Yes; he does not authorise anyone out of his own branch to make a purchase; consequently, when it is done there is always much reporting and much minuting of papers on the subject.

606. But a purchase such as you have described could be made, could it not, in the Contract Branch just as well as in the Ordnance Branch?—No, this could not have been.

607. Why not? why could not the Contract Branch have dispensed with tenders just as you did?—Because there was a question of getting these things between the Saturday and the Monday; I knew, and my parties knew where the ship was lying, and how best to get them on her, and where we could go and get them. The man had to start at once on the Saturday morning, it was a half-day; I could not have written or telegraphed to the Director of Contracts all those particulars.

608. No, but you could have telegraphed in that case asking authority to buy?—Yes.

609. And the Director of Contracts could give you that authority if he were so disposed?—Yes.

610. (*Sir George Clarke.*) But you would have had to explain to the Director of Contracts the whole of the circumstances on your telegram; he would have had no knowledge of the exigencies of the Service, that the articles had to be put on board a particular ship on a particular day?—I could have explained it; it would have been a long telegram.

611. (*Mr. Gibb.*) Now, as regards the tent mallet case which you have given us, do you know whether there were any previous contracts with the firm who got the 10,000 contract?—No previous contract, I should say.

612. You do not know?—I do not know without referring to the books; but from my knowledge of how tent mallets are bought, I should say that they had had none.

613. They had been previously bought by contract from other firms; it was not a new article that had never been bought before?—Yes; it was rather new to the trade.

614. It was a new pattern, do you mean?—Not a new pattern, but we had always got them from the Ordnance Factories previously.

615. You had previously manufactured them, and were entering the market for the first time to buy 10,000 tent mallets?—Yes.

616. Did the Director of Contracts advertise?—Oh yes; put out tenders.

617. And did you make any previous enquiry as to the firms who would be likely to supply?—No; that would not be my business.

618. Now you say that you do not, in sending in your requisitions, state the time when you want stores to be delivered?—No.

619. Would it not be better if you indicated the particular time when you wanted important stores, on the requisitions?—No; there would be little advantage in it.

620. But, under the present system, the Director of Contracts apparently does not know further than that you want things "in the earliest possible time," which is a phrase that may be applied to almost everything?—Quite so, but no minutes, no dates, no exhaustive reports, would be able to afford information to the Director of Contracts on these points of urgency.

621. Take the tent mallet case again. I suppose you wanted them by a particular date, if you could get them?—I wanted them as soon as possible; I want them now as soon as possible; I cannot supply tents to South Africa because of the failure of tent mallets.

622. Then, in that case, somebody would have to ascertain at what date the trade would deliver?—They do that by sending out tenders, and they see what the offers are, but when they find that those offers are not being complied with in the least, I fail to see the use of giving that contractor further orders.

623. That is another point, no doubt; but you do not think it would be advantageous that the requisitioning department should, in most cases, indicate the date when they want supply?—No, because I do not think you could lay down a date.

624. In many cases you could not; in some cases I suppose you could?—In some cases we could and we do, but very rarely. I remember last year asking for some tent floorings—tent bottoms for camps—by the end of July, but I did not get them.

625. No doubt it is the general experience that manufacturers do not supply goods very promptly, and it is a difficulty that has to be faced by every buyer. Now as regards the imposition of penalties; you think that a more rigorous application of penalties would secure more prompt deliveries?—Yes, that is my opinion.

626. But have you had any general experience of dealing with contractors and getting deliveries under contracts?—Private, personal experience, do you mean?

627. Yes?—None.

628. So that you have not any personal experience of the effect on contractors of a rigid enforcement of penalties?—None.

629. Is not the question of enforcing penalties in order to secure deliveries very largely a question of policy?—Very largely, yes.

630. And whether it were decided by the Director-General of Ordnance or the Director of Contracts, it would have to be decided on grounds of general policy?—Certainly.

631. And the department now responsible for its decision is the Director of Contracts, subject to the Secretary of State?—Yes.

632. Your suggestion is that the department should be the Director-General of Ordnance, subject to the Secretary of State?—Yes.

633. At present the Director-General of Ordnance thinks that penalties ought to be more rigorously enforced; the Director of Contracts apparently thinks they ought not?—Yes.

634. But supposing the successors of the present holders of these two offices to reverse their opposite views on this question of policy, what permanent advantage would be gained by transferring the duty of the Director of Contracts to the Director-General of Ordnance?—Are you taking the question of fines only into consideration?

635. Yes.—But the question of fines is a small item in the general scheme.

636. But I am just dealing with that one item, because that is one of the modes suggested for getting more prompt delivery?—I think that when one finds that the non-fining system has failed, we had better try the fining system; it is being tried now.

637. That may be so, but is not that a matter of individual opinion, and would you get any permanent advantage by changing the system, because the present Director of Contracts thinks, apparently, that fines are sufficiently enforced?—Well, of course you can always have differences of opinion.

Colonel John Stevens, C.B.

15 Jan. 1901.

Colonel John
Steevens, C.B.
15 Jan. 1901.

638. If the view of the Director of Contracts is not right it could be reviewed by the Secretary of State, could it not?—Certainly, and I imagine it has been judging by results.

639. Now you have said that your duty is to provide for the wants of the Army and to foresee the necessities of the Army?—Yes.

640. Acting, of course, as a department under the Director-General of Ordnance?—Yes.

641. Now if the whole duty of purchasing and making contracts were placed under you, would not the work involved tend to withdraw your attention and time from the more responsible duty of providing the stores and foreseeing the wants?—It is not intended, I think, to place them under me. The Director-General of Ordnance would retain the essential Contract Branch in his office—in the War Office.

642. Then that would be the creation of a separate Contract Branch in the Ordnance Department?—That is so.

643. Now I want to suggest to you, whether the object you are aiming at might not be as well secured by placing the responsibility for the execution of all contracts upon the Director-General of Ordnance, instead of transferring the duty of making the contracts to him?—But no one is responsible for the execution of contracts.

644. The Director of Contracts told us that after the making of a contract he considered that practically his responsibility had ceased?—That is the whole secret of the subject.

645. That is why I want to get your opinion upon it?—One's idea in dealing with these papers is that the whole aim of the Contract Branch is to get in tenders, and to place out contracts, and if a firm is a defaulter it is a sort of shrug of the shoulder: "You know there is difficulty in getting in stores; I am very sorry." There is no responsibility in it at all.

646. But if the responsibility for the execution were distinctly placed upon the Ordnance Department, would not that satisfy your suggestion?—I should think that it would be impossible to divide the responsibility for the execution of a contract, which is made by another department.

647. But why? The duty of making the contract is the duty of the buying department. Once the contract is made, surely it would be possible for the receiving department to look after its execution?—No, it would be a hopeless task; the receiving department which is to be responsible for the execution of the contract would not have given the contracts in the way they have been given.

648. Is not that rather confusing two quite different questions: the question of securing the execution of contracts that are made, and the question of selecting the contractors with discretion. No doubt it is desirable that contractors should be selected with discretion, but do you not find that the best contractors require watching?—Yes.

649. And that you have nearly as many difficulties with good contractors as with bad contractors?—I am afraid I cannot give an answer to that question.

650. The complaints that we have had about delays have affected contractors of the very highest standing?—Yes.

651. And do you not think that there is a weakness in the present system whereby the Director of Contracts rather disclaims responsibility immediately after he has made a contract, and the inspecting department, as I understand it, disclaims responsibility until the goods are tendered for delivery?—Yes; the responsibility should be with the Director of Contracts; he has to provide the stores and deliver them to us.

652. But why could not the responsibility for the execution of the contract be placed upon the requisitioning department immediately on the making of the contract, instead of at present, on the tender of the goods for delivery?—Because if you placed the responsibility upon the head of the requisitioning department, he could bring no pressure to bear upon the contractor by saying, "I will not give you another order," or "I will not do this for you in future." You must give him the power to enable him to get the contract completed.

653. He could bring the pressure that he would report the contractor?—He could.

[After a short adjournment.]

654. (*Mr. Mather.*) Departing from details in connexion with specific actions of certain contractors, I should like to ask a question on general principles. Are you able to tell the Committee that if the Director of Contracts duties were performed directly under the authority of the Director-General, it would promote promptitude in delivery, efficiency in carrying out the execution of the contracts, and at the same time provide the necessary safeguards as to the proper expenditure of money to satisfy the Secretary of State?—I am of opinion that it would.

655. From what you have said it would appear that the Department of the Director of Contracts is a department which in itself is useful and necessary, but you would like it to be placed under the direct control of the Director-General of Ordnance?—That is so.

656. Therefore, it would come more or less under your own personal influence as the principal Ordnance Officer?—Yes.

657. All the objections you have raised in your evidence to-day so far, would be met, I presume, in your opinion if the Director of Contracts were an official in your department?—It would greatly assist. He would refer to me as one of the Director-General of Ordnance's officers. We should be one department, we should have one interest, we should have one master. I can only on this subject point to the very great advantage that has arisen during the war pressure in the Ordnance factories at the Arsenal being under the Director-General of Ordnance. Had it not been that we were all of one department, I could never have gone to the superintendents of the various factories, and pointed out to them that we wanted such and such a thing at such and such a time; I was in their rooms, they were in mine, we discussed ways and means and we got ammunition and other stores off at the dates required. If under the old régime, I should have had to go to the Principal Superintendent, who was under the Financial Secretary, and we should never have got through the work we did, and I take it that the same system would have advantageous results in regard to contracts.

658. Have you from your experience—now, I believe, extending over two years in your present position—been able to conceive a plan by which the contracts connected with your department could be carried out directly under the department, at the same time ensuring thorough efficiency and due regard to economy in purchasing?—Yes, I have always considered that if the contract work of sending out tenders and dealing with contractors were put to certain classes of stores in my office, we should have much greater rapidity. Tenders are received and scheduled; I have the books in my office which show exactly the state of every man's contract; a man could take the tenders and see that so-and-so was the lowest tender, he could turn over the pages of the book and see how he stood, what he was like, and then make a remark on these tender forms at once without it passing through various branches; and besides, he could see whether it was a good offer or not, or whether it should be accepted or not.

659. Those are details, I am rather on matters of principle. If you had the sole responsibility of purchasing the stores which you now control and distribute for the benefit of the Army, would not you require an official similar to the Director of Contracts under your control to make the purchases as he does in the markets of the country?—I should require a staff to do it.

660. You would require a staff similar to that of the Director of Contracts?—I should require sufficient men to do all the clerical work in connexion with it, and I should require to have an officer who would be in charge of the branch.

661. Then, I presume, if you have conceived a plan, it would take this form—you would eliminate from the present office of the Director of Contracts all duties relating to the purchase of stores which you yourselves have to maintain for the regular supply of the Army in time of peace, and which you would have to obtain rapidly and promptly in times of war?—Yes.

662. And that separation would leave the present Director of Contracts and his office engaged in the

work of purchasing, but not that purchasing over which you would have control?—It would leave him free to do other duties.

663. I understand you want your own department separated from the general department for purchasing?—Yes.

664. The Director of Contracts purchases now for the Quartermaster-General?—Quite so.

665. And to some extent he purchases for the Admiralty?—Yes.

666. You have nothing to say about those departments, you know nothing about them, do you?—Nothing.

667. But you have come to the conclusion, after two or three years' service in your present position, that it would be better for the Army, therefore better for the country, and more satisfactory to Parliament, if the whole of the duty appertaining to the purchase of stores for the Army, which you have now to deal with, were placed directly under the Director-General of Ordnance, and you, acting for him, could employ a staff just as Mr. Major employs a staff as Director of Contracts, to buy all these various articles for you?—Yes.

668. Supposing you had that authority, what equivalent guarantee could you give to that which the Director of Contracts now gives to the Secretary of State that you would buy on competition and with the benefits of competition, and altogether on a commercial scale as efficiently as he does?—By having full audit of every transaction that takes place.

669. You would, I presume, employ a civilian buyer who would be pretty much what Mr. Major is, in dealing with the whole of the purchases for the Army?—There is no civilian buyer; Mr. Major only makes out the tender forms, receives the offers and locates them according to those offers; he does not buy or send out to buy.

670. I understood he did to some extent make bargains, and that favourably, whereas persons of less experience would buy unfavourably?—With regard to that I should like to refer to a case I have here where I authorised a purchase of some stores down at Devonport. In that case there is a correspondence going on, and it has been going on for two months, with regard to the purchase of field service bedsteads. I authorised locally the purchase of some field service bedsteads which were urgently required in the Western District, and which could not have been obtained to meet the urgent service for which required by any other means than by local purchase. Those bedsteads were bought at 4s. 7d. each, and now there are questions being raised with regard to that price, although on referring to a contract which was made by the Director of Contracts at the same time for the large number of 10,000, I find he placed the contracts at 7s. 5d., 7s. 9d., 6s. 1d., and 7s. 9d., with four different contractors, the purchase which I authorised being at 4s. 7d. only.

671. That, of course, is another detail as to which there may be some explanation on the part of the Director of Contracts. I want to get at some solution of the difficulty which you have presented to the Committee to-day. What have you to propose, taking the constitution of the War Office as it is to-day, so far as your branch is concerned, in order to enable that branch to be conducted with greater facility as regards promptitude than you say it is conducted at the present time?—I have considered for some time that it would be desirable for all contracts to be entered into locally at Woolwich. There all questions arise, there the contractors write or pay visits, there all questions with regard to patterns, specification, time of delivery, questions as to whether this or that will do, are dealt with, but by the present system they have to go and see the Director of Contracts personally. He, as a rule, can give no information to those contractors, their questions are generally put on paper and have to be referred to Woolwich for information with regard to them. That in itself is a cause of delay which would be avoided if the matter could be dealt with at Woolwich where all the information is readily at hand.

672. I presume the Director of Contracts would refer any kind of difficulty to you at the moment it arises?—He does refer it to the Director-General of Ordnance.

673. But you say it takes a long time getting to you, I understand?—It does.

674. Would it not meet your case if the Director of Contracts were placed, as regards your department, in such relation towards you that you could personally confer with him on all questions arising out of contracts made and to be made; would not that give you all the control you require?—I could not have personal conferences because my duties lie at Woolwich, and it takes a day to come up to the War Office from there.

675. If the Director of Contracts were so far subordinate to the Director-General of Ordnance, and, therefore, to yourself, that it was his duty to see you in matters of contracts and take your opinion, as the higher authority, about all matters as to which there was any question arising, he would be your servant in every sense of the word, would he not?—He should be the Director-General of Ordnance's servant, but there are questions upon which the Director-General of Ordnance would have a separate opinion to mine. There are questions of policy—such things as are decided upon by the Army Board, of which I know nothing personally. There are questions which I should have to refer to the Director-General of Ordnance back again. In fact, the matter is rather involved.

676. You are now dealing with the internal working of a department. I am speaking of matters of principle and policy. If the department, so far as it affects the providing of general stores, were placed under the Director-General of Ordnance, would it satisfy you altogether?—Absolutely.

677. (Sir George Clarke.) You have been, I understand, a good many years in the service and have had very large experience as to warlike stores at home and abroad?—Yes.

678. You are not a user but a provider and storeholder on a large scale of army stores and, therefore, you are in precisely the same position, are you not, as a storekeeper, who is also the buyer, of a great railway company?—Yes, that is my position.

679. Your limit with regard to purchasing, I understand, is 25l. ?—Yes.

680. Beyond that you are dependent, except when you act *ultra vires*, on the Director of Contracts for all stores, are you not?—Yes.

681. Officers of much less experience and junior to you in South Africa now must have had to make very large purchases of stores on their own account, must they not?—Yes. From a return received a few months ago I find that they had purchased over a million pounds worth of stores up to the end of June last. All those purchases would be made by Ordnance officers junior to myself.

682. Is it desirable that junior officers who have to make these very large purchases in time of war should have no experience of making purchases in times of peace?—I think it is very detrimental that in times of peace they have not an opportunity of gaining experience in making purchases so that when the emergency arises they may know thoroughly the system which should be adopted with regard to the purchase of stores.

683. Have you ever represented that fact officially?—No, I have not.

684. During this period of war, I assume that the rapid purchase of stores was of national importance. Have you found great difficulty in complying with that demand owing to the operations of the present system?—Yes, I have found difficulty, and especially, to my mind, a very important one. There was a question of mule draft on this campaign; everything was to be altered to mule draft, and mule harness had to be provided in large quantities, as well as the vehicles altered. We had a certain amount of mule harness—about 1,200 sets of general mule harness—in store. I was ordered to convert some 200 sets into six-span sets, that is, suitable for six mules. We did this locally, making a purchase of material and fittings to carry this out. It was done in about three weeks. Shortly afterwards, at the end of September, orders were given to convert a further 150 sets, which were required for the smaller ammunition carts and water carts of regiments proceeding to the Cape. The orders were to have this done as urgently as possible, as the regiments were to go out with their equipment. The Director of Contracts had protested against our previous purchase of material to convert the first 200 sets, and I.

Colonel John
Steevens, C.B.
15 Jan. 1901.

Colonel John
Steevens, C.B.
15 Jan. 1901.

therefore, asked the Director-General of Ordnance whether I should go on as I had done, as we could do it very rapidly, or whether I should send a demand for the material in the ordinary routine manner. The Director-General of Ordnance decided, as the Director of Contracts had protested, that we must comply with the routine, and send them up. I sent up the contract demand on the 25th September. The contracts were placed on the 9th and 10th October, and for deliveries to be completed according to the paper contract in two and a half month's time; the disastrous result of this action being, that regiment after regiment had to proceed to South Africa, with all equipment complete, except its mule harness. There were over 30 units, I think, which left the country minus their mule harness, and on the 4th December I had to write: "There are still 16 units of the Army Corps unsupplied with harness, owing to the want of items due on this contract." There was nothing gained whatever, except, so far as I can see, that the right and power of the contract branch to make purchases, was vindicated, and I can only put it that the military efficiency of those units which landed in South Africa, with no harness to drag their small ammunition carts, demanded other procedure.

685. In point of fact, disaster might have occurred from the action which you describe; those units being deficient of an essential part of their equipment?—I think I can only leave that to the Committee's consideration.

686. Can you state what happened with regard to the equipment of general hospitals?—General hospitals had to be provided. With the force which proceeded to South Africa, say some three or four general hospitals, we had not the equipment ready, and the only way to get those equipments ready was to purchase direct from anyone we could get the necessary stores from, and work night and day to get them ready. I must say that I had been asked in how many weeks I could get these general hospitals ready; I stated three weeks, provided I could make the purchases direct, instead of going through the ordinary routine of sending up demands and sending out tenders. We got the hospitals ready, and they were all shipped directly the ships were provided. This was objected to also by the Director of Contracts. A large item of these purchases was horsehair, which we purchased teased ready for use for filling the beds at 1s. 2d. and 1s. 3½d. a pound. Shortly afterwards the Director of Contracts placed contracts at 1s. 2½d. to 1s. 7½d. curled; therefore our purchase was much more advantageous, from a financial point of view, and what is more, we got the equipment ready, which I have no hesitation in saying would have been impossible if the routine had been followed.

687. That is to say, you equipped the general hospitals not only quicker than they could have been done by the Director of Contract's agency, but more economically to the country?—Yes, the item of horsehair was a very large one, and certainly it was more economical than contracts placed by the Director of Contracts.

688. It has been stated to the Committee, that it was a disadvantage that the Contract Department had no technical knowledge. Is that your experience, and can you give any instance in point?—Yes. I can state that it must be very disadvantageous, because at this meeting, where I was called upon by the Secretary of State, referred to previously, there was a question with regard to enamel ware. We could not get enamel ware for the hospitals, and the Director of Contracts reported it was owing to the state of the tin market; that tin was not obtainable, and the Financial Secretary also told us all about the tin market, but I had to observe that the tin market had nothing to do with the enamel ware, which was made of iron, and tin did not enter into the question. I think for a purchasing authority not to know these details is a disadvantage.

689. In that particular case, therefore, the Secretary of State was directly misled by want of knowledge on the part of the Contract Department?—I put it right at once.

690. If you had not been there to put it right, I presume he would have been under a misapprehension?—I presume so.

691. During the period of pressure created by the war, is it not the fact that the Director of Contracts constantly objected to your taking measures by

which time could have been saved?—Yes; I think I have already mentioned that that is the fact.

692. Are you at this present moment deficient in stores urgently required for South Africa?—Yes.

693. Are contracts given to firms within your knowledge who are unable to carry them out?—Yes.

694. Can you give the Committee an instance with regard to that?—Yes. I have already given an instance, with regard to the contract for tents and tent mallets. There was another case, with regard to rifle slings, where the contractors were in default. I required the slings very much for the use of the cavalry and the mounted infantry, and I was asked to state the number actually required. I did so, and contracts were placed with precisely the same contractors who were defaulters, at a higher rate, for delivery in a fortnight, but they were not delivered for two months. Of course, the original slings still remained unsupplied by these contractors.

695. The Director of Contracts has told the Committee that contracts are hardly, if ever, now given out to middlemen, and that he takes special steps to find out whether he is dealing with the principal or a middleman; in your experience, do you find that contracts are given out to middlemen?—I know that it has been done. I have knowledge of that from this very case of the purchase of enamel ware. I have made similar purchases myself, because, as I have said, I am allowed to do so to the extent of 25L, and I had a good knowledge of the enamel ware market. At one time I sent a large demand, and I marked those items which were of common trade pattern. It did not matter what pattern they were, and it was not necessary that they should conform to our pattern. I wrote and said that I had some knowledge of the market, and requested that I might send an officer acting for the Director of Contracts to make the purchases personally. That, however, was not approved of, and the result was that we did not get a large quantity of that particular article till about two months afterwards. And I know that people who had orders were persons who were not manufacturers at all, but who got from the manufacturers or importers the very same thing which could have been bought direct.

696. When you make a demand on the Director of Contracts, are you informed what steps are to be taken, or do you remain in ignorance until you hear that the Director of Contracts is in some difficulty which you might be able to remove?—I am not invariably informed, and that of course is a source of much difficulty. I can explain that in this way. We had to send some stretchers out to South Africa without slings. I sent up a demand on the 24th January for 3,500 slings, and it was not until two months later I found out that a contract had been given on the 21st March for 900 out of those 3,500 slings at a rate of delivery of 100 per week commencing on the 24th April. That was the only result of my demand—a prospective delivery of 100 a week three months afterward; the result was that stretchers had to be sent out to South Africa without their slings, and a telegram sent to the General at the Cape asking if he could get the slings made out there. If the fact that any difficulty had been experienced in getting these slings had been brought to my notice immediately, I could have arranged the matter, and in fact as soon as I received the information, the matter was arranged and some were made in the departmental workshops. There, again, the Director of Contracts protested and said that he could get leather slings as rapidly as anyone; so I said, "Will you please buy 500 at once?" He, however, telegraphed back and said, "I have placed 800 slings for delivery in a fortnight:" but a month after the date of that contract I had only received half of them. The price he placed them at was 7s. 6d. each, while the cost of making up in the departmental workshops including leather and labour and everything was about 3s. 1d.

697. Then, in that case, the delay may be directly placed to the account of the Contracts Branch. You could have supplied them at a cheaper rate had you had a free hand, could you?—The initial defect arose from the fact that when I sent up my demand in January I was not notified that he could not get the slings. It was a new pattern sling made of web, and it was not until two months after I made the request that I heard there was any difficulty about obtaining them. Then I suggested at once reverting to the old leather sling.

698. I think you told the Committee that further contracts are given out occasionally to defaulting contractors, and at higher prices than the original tender?—Yes, that is so. I have a note of several cases which I can quote. I quoted one about the slings. Then there is a case of table tops, in which a contractor was a defaulter for a long period, owing, as he said, to the pattern required; but a further contract was given to him at 2s. per table top higher, and he managed to supply them.

699. Have you ever pointed out, from your own experience as to contractors, that certain firms are not satisfactory and trustworthy?—Yes, I have.

700. Has your advice been acted upon in such cases?—It was not acted upon during the war pressure.

701. The Director of Contracts informed the Committee that penalties to the fullest possible extent were enforced; is that your experience?—They have been lately, but not to the fullest possible extent; they have been more frequently enforced lately. I think 15 penalties were enforced during a period of three years, and, according to my records, since the 1st April last year, there have been 138 penalties enforced.

702. It is the fact, is it not, that this increased severity as regards the infliction of penalties happens to coincide with the sitting of the Mowatt Committee?—I should say it arose as a direct consequence of the discussions which took place then.

703. Have you ever pressed for the infliction of fines?—No, I cannot say that I have. I send up statements showing when fines are incurred.

704. (*Mr. Gibb.*) Do these figures embrace all the fines within the period you have named?—Yes, in my department only.

705. The Director of Contracts may have inflicted fines which you know nothing about, I suppose?—Not in connexion with the stores I deal with.

706. (*Sir George Clarke.*) As a substitute for fines, are purchases in default regularly inflicted?—Not regularly; purchases are made in default.

707. Do you know of any rule regulating the remission of penalties?—No. I have cases of stores outstanding for two or three years; the papers go backwards and forwards, and backwards and forwards. I have brought cases to the notice of the Director-General of Ordnance, which have been hanging over for many years, and in the end probably the Director of Contracts asks us to purchase.

708. Is it your opinion that there is much superfluous correspondence and waste of time, tending to friction, arising out of the present contract system?—Yes, because every question that arises with the contractor has to go through two or three post offices.

709. Is it not the case that practically the whole of the contract work, that is to say the buying work, is really done by you now, except that part which relates to clerical matters connected with the schedules and tenders?—All the requirements and demands are made out in my office, but the actual making out of the tenders and the interviews with the contractors comes under the Contracts Branch.

710. Of course, contractors have to come to Woolwich frequently, have they not?—Yes, they have to come to Woolwich frequently.

711. Therefore, practically the real work of buying is done under you, although the paper work or clerical work is done in the Contract Department?—Well, I could hardly say that.

712. But you would not find, would you, the slightest difficulty in doing the whole of the work with a moderate addition to your staff?—I see no difficulty about it.

713. Could you supply the Committee with a statement of cases in which delays or difficulties have arisen in connexion with the Contracts Branch?—I can take any six months if you like.

714. You were asked a question with regard to four days delay in getting things out, but I take it that four days would be a mere bagatelle, and that it is after that your difficulties begin?—Yes, there is constant correspondence on every question that arises.

715. Your delays, I suppose, are delays not of four days but of months?—Yes.

716. And that is your real difficulty, is it not?—Yes.

717. (*Colonel Miles.*) You mentioned a matter with regard to mule harness; was it known that that was one of the most important questions in South Africa, and that the provision of mule harness affected the mobility of the Army?—It should have been known.

718. You knew it, did you not?—Yes, I knew it.

719. And the Director of Contracts must have known it?—I should say so.

720. He must have known it was a question of paramount importance?—He ought to have known it.

721. You also mentioned, did you not, something about requisitions coming in, and the Director of Contracts not having the means of knowing, if they were all marked urgent, which was the most urgent, and which should be advanced before others?—Yes.

722. That is not a question of staff but of departmental knowledge?—Yes.

723. Would any increase of the Contract staff improve that?—No.

724. (*Mr. Gibb.*) When did you foresee the necessity for mule harness?—Months before, directly the question of war in South Africa was mooted.

725. (*Sir George Clarke.*) If these ordinary requisitions were under your own control, it would affect, would it not, the time of the delivery as far as you are concerned, because the most pressing things would be proceeded with first, would they not?—Yes.

726. At present does the Director of Contracts choose as best he can which work to put out or to get in first?—Yes.

727. If these matters were under you, you would say, "Keep back that contract and get on with another matter," and so on?—If they had been under the Director-General of Ordnance, he would never have put that item as to harness out to contract at all; he would have ordered us to do it in the departmental workshops; he would have known it would have been impossible to get the work done by contract.

728. And that, of course, would affect the time of delivery very materially, would it not?—Undoubtedly. At that period, at the beginning of October, orders were given out for mule harness, thousands of sets, for ten-span and other mule harness. This was a question of converting certain harness we already had in store, and we only wanted certain material purchased or made. Then we could have readily done the rest.

729. In which case the regiments would not have gone out without transport?—That is so.

730. (*Colonel Miles.*) The amount of correspondence between you and the contractor is very great, is it not?—Yes.

731. Arising incidentally on a large proportion of the contracts, I suppose?—Yes, on a large proportion of the contracts.

732. They constantly come backwards and forwards to you more or less on some point or another?—Yes.

733. Does that take up a considerable amount of your time?—A considerable amount. Every contract, when its date of completion is up, has to be reported to the Director of Contracts, and he then communicates with the contractors.

734. With regard to the question of slings, was it anticipated that there would be a difficulty in getting web slings when they sent out stretchers without slings?—They were sent out without slings because the difficulty had arisen; they could not get the web slings which I had demanded, but it was two months before I knew of it.

735. Had that matter been under your own control, you would not have sent them out without slings?—No, I should have got leather slings.

736. (*Sir George Clarke.*) As I understand, you did not know of the want?—No.

737. Otherwise you could have supplied the deficiency, I understand?—Easily with leather slings—as I did when I knew of it.

738. (*Colonel Miles.*) With regard to the date of contracts, urgent contracts you mark with a date, do you not?—Not with a date; we say, "as early as possible."

739. Generally speaking, do you think advantages would result from your being brought more into direct communication with the contractors?—I feel sure of it.

Colonel John
Steevens, C.B.
15 Jan. 1901.

Colonel John
Stevens, C.B.
—
15 Jan. 1901.

740. (*Sir Charles Welby.*) You have a great variety of stores under your control at Woolwich, have you not?—A great variety.

741. The Committee have heard a great deal about the absence of technical knowledge as to stores in the Contract Department, and the disadvantage which ensues from that. I should be glad if you could tell the Committee to what extent you and your staff have that technical knowledge as to this great variety of stores, the absence of which is such a drawback to the Contract Department?—There are two kinds of technical knowledge—there is the technical knowledge which has to determine on the qualities of steel or wood or the way things are put together; there is also the technical knowledge of being aware for what purposes a store is used, and, if that store cannot be obtained, what would be a suitable substitute for it. For the first, it is technical knowledge of materials and workmanship; that would not be immediately with me, but would be in the possession of the Inspection Department which is alongside me. With regard to technical knowledge as to the use of stores, I have that entirely in my own branch.

742. I do not quite follow what you mean by the use of stores. Will you please explain?—Take this case: I wanted a number of felling axes and hand axes for the manoeuvres this summer, and I asked that 2,000 might be bought at once. The Director of Contracts sent a gentleman in the country to buy them, but it appears he did not know what he was going to buy, because he wrote and said that it would be well if we would give the trade description of this article when we were going out to purchase; if he had known that they were to be wedge axes, he could have made better arrangements for purchase. That is an instance of technical knowledge which, simple though it may appear, is very necessary. In the same way I asked for the purchase of some sledge hammers. I said 12 lbs. or 14 lbs.—any sledge hammer they could get; but when the gentleman arrived at Birmingham he telegraphed to the Director of Contracts asking if they should have a round face or a flat face, and it was telegraphed down to me at Woolwich, "What sort of sledge hammer shall we buy?" That is technical knowledge.

743. And is there someone in your branch who would have this trade knowledge as to this particular class of sledge hammer?—Yes.

744. From having been employed in the trade or having gained experience in your branch?—From having gained experience in our branch.

745. Which an officer in the Director of Contracts Department might equally gain by experience, I suppose?—Yes, if he had served some 10 or 20 years in my department.

746. But you do not take into your department only people who have already experience in these particular trades, do you?—No.

747. They learn their business, I suppose, in your department?—Yes.

748. Where are they recruited from?—Chiefly from the Royal Artillery.

749. Would he have to receive a technical training, the result of which would be that he would have that knowledge?—He would now have a technical training both as to material and construction and its uses, because every officer who comes into the department now has to pass through the Ordnance College, and is, therefore, thoroughly trained on all points of technical knowledge.

750. Every Ordnance officer?—Yes.

751. (*Sir George Clarke.*) Might we not take the case as to the mule harness as a case in point; your department would contain people who would know exactly what was meant; while, on the other hand, in the Contract Department, it would be nothing more to them than a mere expression on paper?—Yes, that is so.

752. (*Chairman.*) Is not the fact then, this: that your people as regards technical knowledge, actually see the goods which are delivered, while the Contract Department buying the sledge hammers, harness, and so on, does not actually see the articles?—Quite so.

753. They only see the papers about them?—They only see the papers about them.

754. Your man would know the kind of sledge hammer because he had seen so many of them put into the store?—Yes, and seen them used in the field.

755. (*Mr. Gibb.*) Could the Committee see the requisition for these hand axes which you have mentioned?—Yes. I think it was in the form of a letter and not written on the usual requisition form.

756. If you ask for a hand axe simply, is it not natural the seller would want to know what kind of hand axe?—Then, I say we must employ a man who knows the Service terms and who knows what he is going to buy.

757. Or you should specify exactly what you want?—It is difficult to teach a man as he starts out on an expedition what it is he is going to buy. We assume everyone in the War Department dealing with these things knows what he is talking about.

758. (*Chairman.*) Surely if you commissioned any agent to buy a hand axe and gave him an explicit description, he would know what to buy, would he not?—When you are talking about War Office materials and using the terms laid down in the vocabulary of stores, we assume they know exactly what is meant.

759. It is their business to know that vocabulary, is it?—Yes.

760. (*Mr. Mather.*) And if not, they ought at once to ask for a more full description?—Yes.

761. If you had been simply asked the question you could have given the details as to it, I suppose?—Certainly.

762. (*Sir Charles Welby.*) I understand there are two alternative methods of effecting such a transfer as has been suggested; one is to transfer the Director of Contracts' Department to the Director-General of Ordnance, the other is, so to speak, to break it up and give part of the work to the heads of different factories and so on; which of those two alternatives do you advocate?—The decentralising system.

763. And that you yourself should have the control of the contracts which touch your particular branch of the work?—Yes.

764. Would you propose, under such a system, that you should have complete discretion in making your own purchases, or that you should be subject to the view of the Director-General of Ordnance?—Subject to his view undoubtedly, and subject to a limit; but he being my absolute master I know his views and should act up to them by referring everything that I considered he would wish to know about to him, regardless of limit—undoubtedly I should have a limit.

765. Do you contemplate a branch in his office here in Pall Mall to which you could refer when occasion arose?—Yes, but it would be one of his branches and it would be actually referring it to him.

766. Such a system of decentralisation would not enable you to dispense with a central contract branch of some kind in Pall Mall, would it?—Certainly not.

767. (*Sir George Clarke.*) But that would be a reviewing branch which saw that you performed the contract according to the requisition, would it not?—No, it would be a branch under the Director-General of Ordnance.

768. But the other branch you mention would be an independent branch, would it not?—No.

769. (*Sir Charles Welby.*) Supposing the whole thing was transferred to the Director-General of Ordnance, do you still think it would be necessary, say, in the case of the clothing factory and ordnance factory, to have a reviewing branch at the elbow of the Director-General of Ordnance?—Undoubtedly.

770. Are you quite clear, under those circumstances, that such a change (though perhaps it would ensure more harmonious relations between yourself and the Contract Branch in Pall Mall) would necessarily conduce to greater celerity of action and simplification. Would it make much practical difference to you that you would have to refer your contracts to a branch in Pall Mall under the Director-General of Ordnance instead of, as now, to a branch in Pall Mall under the Financial Secretary?—I think it would be a great advantage.

771. On the ground that there would be more harmony of purpose?—Not only that, but the Director-General of Ordnance having more knowledge of the subject would be able to realise my reference much quicker than the Director of Contracts would.

772. (*Mr. Beckett.*) You say that the Director-General of Ordnance knew it was impossible to get harness made by contract. Why should not the Director of Contracts have known that as well?—I take it the Director of Contracts did not realise sufficiently the absolute importance of getting these sets of harness converted quickly, and therefore he took the routine method of sending out tenders to contractors.

773. Was it not anybody's business to impress on him the absolute importance of it?—I think we must all imagine that every branch of the War Office in an emergency like that is well acquainted the exigencies of the Service. We cannot be writing minutes upon every requirement, indicating the excessive importance of it; we must assume that all the branches know their work, and that they are acquainted with the circumstances of the case.

774. But does not it rather assume that there is a flaw in the system somewhere when you state that it was with regard to a very important matter this mistake occurred?—Yes, I consider the Director of Contracts does not realise the necessity of departing from routine. I have an instance in a case with regard to signal rockets, which were telegraphed for from the Cape, and it was two months before we got them. It was an article which could have been manufactured in a very short time by one or two firms.

775. And you think, do you, it would be a better arrangement if these matters were under the Director-General of Ordnance, who would realise the military necessities of the situation?—Certainly.

776. You say you know the requirements of the Army. May I ask you by whom you are informed of these requirements?—I know from my own knowledge gained by experience.

777. Are requisitions made to you from different departments?—They are made from all over the world, for equipment, for armaments, for submarine mining stores—every store that is used by the Army, from a barrack-room broom to a torpedo.

778. And you are the best person you think to decide on their relative urgency. You have more knowledge as to the relative urgency of these things than anyone else, you think?—I should think so.

779. Would it not be well if you were allowed to make recommendations to the Director of Contracts as to which demand should be first taken up and put in hand?—I could not; I have not the time.

780. (*Chairman.*) But you mark requisitions "urgent," do you not?—Requisitions which are urgent I mark "for earliest possible provision."

781. (*Mr. Beckett.*) You say the Director of Contracts does not look upon these things with the importance you do sometimes?—I am of opinion he does not.

782. And you say, in time of stress, routine and red tape should be overthrown. We all agree that that should be done, but who is to take the responsibility of overthrowing the routine?—I would myself.

783. Supposing you were to take the responsibility yourself at the present moment and you were to act on your own responsibility, what would happen; what position would you find yourself in?—It would be pointed out to the Director-General of Ordnance that I had exceeded my powers.

784. (*Mr. Mather.*) Who would point that out?—The Director of Contracts would point it out.

785. (*Mr. Beckett.*) To the Director-General of Ordnance?—Yes.

786. Under an ideal system, would you propose that an officer holding your position should be able at his own discretion to break through routine, giving explanations afterwards?—Certainly, and I am sure no question would be raised by the Director-General of Ordnance.

787. If the system was under his direction, do you mean?—Yes.

788. You say that contracts would be more expeditiously put through, probably, if you were put into direct touch with the contractor after his tender had been accepted. Is that your opinion?—I am in touch with the contractor after the tender is accepted up to the period when the default commences.

789. I understand you said it was not in your power to say, "If you cannot supply me with black, you can supply me with brown"?—I can communicate with

contractors up to the date upon which the contract should be completed, regarding the contract made, but the supply of "brown" instead of "black" I could not deal with.

790. (*Mr. Gubb.*) Do you mean up to or after the date?—Up to the date. If the contract is for 20,000 articles by the 1st March, I can communicate with the contractor up to the 1st March; directly after then it becomes a default, and it goes to the War Office, and I can communicate no further. So that if he has not supplied the articles and I want, say, two of them, I cannot even telephone to the contractor and ask for two to-morrow. I can only communicate and hasten up to the limit of the contract period.

791. (*Mr. Beckett.*) By what means do you hasten; only by remonstrance, I suppose?—That is all.

792. In case of emergency you do send and do what you can to get the things hastened, I suppose?—Yes, up to a period.

793. According to your scheme, do you propose you should supersede the Director of Contracts altogether; that he should be eliminated, as it were?—Yes, that he as a distinct branch should be eliminated, and his duties given over to the various chief supplying departments.

794. Who will deal direct with the Director-General of Ordnance and be responsible to the Director-General of Ordnance?—No. There is the Quartermaster-General and the Inspector-General of Fortifications, who would be quite apart, of course.

795. With regard to your own department, would you eliminate the Director of Contracts?—Yes.

796. Why did the Director of Contracts think you wanted tent pins when you did not; how is it possible for a question of that kind to arise?—I cannot say. I had demanded so many million.

797. Then, again, you said you put in a demand for 20,000 packing cases, and it was cut down to 7,500. On whose responsibility was that done?—No; what I may have said was that it may have been a contract for 20,000 and 9,000 only delivered, but I do not remember to have said it.

798. Who is responsible for continuing to give contracts to inefficient firms?—The Director of Contracts.

799. Are you of opinion that in certain cases it would be better to have more frequent interviews instead of so much correspondence between the heads of departments and the Director-General of Ordnance. You have referred to the correspondence which goes on backwards and forwards for years (and I observed in Mr. Brodrick's Committee that point was brought forward and mentioned), whilst an interview occupying 10 minutes might settle the matter?—In my case that would not be so, because I am situated at Woolwich.

800. Do you think your limit of 25*l.* for making purchases might with advantage be extended?—Yes.

801. Have you any particular sum in your mind?—No I have not; it would depend upon whether it was under the Director-General of Ordnance or otherwise.

802. I suppose all previous occupants of your present position have found the same difficulty in dealing with the Director of Contracts?—Yes.

803. Is it a general complaint?—It is a general complaint. The limit until recently was 10*l.*, when it was raised to 25*l.*

804. And is it the general opinion that it should be still further raised?—Yes.

805. (*Mr. Mather.*) Will you kindly explain in what such a paltry sum can be spent, and for what period of time it lasts?—It might be a year; for instance, there may be a small piece of wire whip-cord used for range-finding instruments. We may get that from a different man to the man who supplies the instruments, and probably they only cost 3*d.*, so that it would take a long time to spend 25*l.* on that.

806. Do you mean you are not allowed to spend more than 25*l.* on one article without permission, but that you may spend many times 25*l.* on many articles?—That is a doubtful question. I have seen two rulings on it. I have spent 25*l.* on different articles, and I was told that that was not intended, that I must not split purchases up into items, and spend 25*l.* on each, but if my requirement was so much, and it came to over 25*l.*, I must send it to the Director of Contracts. On the

Colonel John
Stevens, C.B.

15 Jan. 1901.

Colonel John
Stevens, C.B.

15 Jan. 1901.

other hand, I have seen a ruling from this office that the limit at home is 10l. on any one article.

807. So that on a 1,000 articles you can spend 10,000l. ?—Yes.

808. (*Mr. Gibb*.) Is that a ruling of the Director of Contracts ?—I cannot say ; I do not know who ruled it.

809. (*Mr. Beckett*.) May I take it the summary of your experience is, that contractors do not come up to time, that no penalties to speak of are imposed, and that contracts are continually given to defaulters ?—That is what I think I have stated.

810. (*Mr. Gibb*.) Are you connected by telephone with the Director of Contracts' Office ?—No.

811. (*Sir Charles Welby*.) But you are with the building in which he sits, are you not ?—No, I am with the Director-General of Ordnance. There was a question

The witness withdrew.

Col. F. E.
Mulcahy.

Colonel FRANCIS EDWARD MULCAHY is called in and examined.

815. (*Chairman*.) You have been Chief Ordnance Officer, I believe, at the Royal Army Clothing Department since 1898 ?—Yes, since December 1898.

816. And you are charged under the instruction of the Director-General of Ordnance with providing clothes for the Army ?—That is so. Until I took over office in 1898, the Director of Clothing was a civil officer under the Financial Secretary, but since that time, it has been under a military authority.

817. That is to say, that you make requisitions for material to the Director of Contracts ?—Yes, I requisition for material and for the making up of that material into garments, also for mess tins, boots, and other articles, which are purchased ready made from traders.

818. And the Director of Contracts would refer to specifications for these various articles, I presume ?—Yes, in putting out his tenders he would refer to the specifications.

819. The specifications, of course, being made by the inspecting officers ?—Yes, by the inspecting officers.

820. In your opinion, are there any delays in complying with the requisitions when you make them, over and above the necessary delays involved in advertisements and tenders ?—No, I have no glaring instances of delays of that sort. In some cases, of course, during the war period, it has taken rather longer than ordinarily to put out tenders, but I have no very strong cases of that sort—three weeks or so would be the average time taken in placing contracts.

821. During what period ?—The war period.

822. There has been delay in getting the tenders out ?—For getting the tenders out.

823. Of course, in a period of war, there is great pressure ; but, in normal times, are you of opinion that your requisitions are dealt with in the Contract Department with reasonable punctuality ?—Yes, with reasonable punctuality.

824. If you recommend—and, I suppose, you have in certain cases—that orders should be placed in a particular quarter, and the Director of Contracts places the order in another quarter, does he do that in consultation and in agreement with you ?—Yes, he would not necessarily follow my recommendation.

825. But if he departed from your recommendation, he would do so in agreement with you, would he not ?—Yes.

826. (*Mr. Gibb*.) Do you make recommendations of that sort ?—The Director of Contracts rather objects to sending the schedules of tenders to me for my observations, because he says it wastes time.

827. (*Chairman*.) When you make a requisition for a particular kind of cloth, is it not the practice that sometimes you recommend that that cloth should be got from one, two, or three firms ?—I should not do so unless the schedule of tenders is referred to me, and it is not referred to me as a rule now ; that is to say, I do not know what the tenders are.

828. When you ask the Director of Contracts to supply you with so much cloth or serge, do you add to that request that you recommend it should be procured from A, B, and C ?—No.

asked about a contractor failing, and there was a point raised about difficulties which I understand the Contract Branch have on account of the pattern of stores, upon which I should like to say a word.

812. (*Chairman*.) Do you mean on account of variations made during the progress of the order ?—No, on account of the fact that we did not conform to trade patterns.

813. Are you responsible for patterns ?—No, the Director-General of Ordnance. We have had experience where offers have been made to trade patterns.

814. (*Mr. Gibb*.) Very little difference in pattern would make a difference to the manufacturers, would it not ?—But we have had an offer of pickaxes to certain trade patterns for delivery, 10,000 in six weeks, and in eight months we have got about 4,000.

829. You make no recommendation ?—No, unless a firm has taken pains in preparing a pattern or something of the sort ; then I should say that they have done so, and, I think, they should be given some preference in the distribution of the order.

830. Then, as a rule, you make no recommendation ?—None.

831. And you are only in special circumstances consulted ?—Only in special circumstances. That is a point, of course, on which the Director of Contracts and myself do not agree. I consider, after I have made my requisition, and the tenders have been received, and schedules made of those tenders, that they should be referred to me for my opinion as to what the distribution of the order should be. It may be a large order for 200,000 yards of serge to be distributed over certain firms. Then, I should like to make my recommendation as to the allocation of that order, but the Director of Contracts rather objects to my doing so, because, he says, he considers it unnecessary. Both the inspecting officer and myself should have a good deal to say, I consider, on the allocation of orders.

832. That is to say that the Director of Contracts makes the allocation entirely himself ?—Yes, and we do not consider that he attributes sufficient importance to time in the allocation of contracts ; he places orders with firms who are already overloaded. I do not propose to trouble the Committee much with instances, but I have one case here which has given me a good deal of trouble concerning greatcoats and cloaks, which are very much wanted in consequence of the war. On the 10th February last, a contract was made, of which 20,900 were given to a firm who already had orders for 248,000 garments, and were 80,000 garments in arrear. 6,300 were given to a second firm, who had 59,000 garments under order, and were 14,000 in arrear. 11,400 of those greatcoats and cloaks which were urgently wanted at that time were given to a third firm, who had orders for 240,000 garments, and were 80,000 in arrear. If those tenders had been referred to me, I would not have acquiesced in the orders being so placed.

833. (*Sir C. Welby*.) Could you have suggested other firms ?—I should have suggested going outside the country if the firms in England could not have done it ; as it was we had to go finally to Canada.

834. (*Mr. Mather*.) Were you seriously delayed in consequence ?—Yes, to this day, I have not sent as many cloaks to South Africa as are required.

835. (*Chairman*.) Then is it your opinion, that if you were consulted in the allocation you would know more than the Director of Contracts does about houses which have already more orders than they can deal with ?—Yes, and I think also the Chief Inspecting Officer should be consulted, because he would be able to say that such and such a firm had not satisfactorily carried out their recent contract, and he would be able to give his views as well.

836. In the case you have mentioned, and when you say you would recommend going outside the country, I suppose the Director of Contracts is bound, as a general rule, to buy in the country, all articles that can be bought in it ?—He would have to refer to the Financial Secretary, I think, before he could go outside

the country. In the matter of spurs we have had great difficulty. We have never been able to get enough spurs in the country, and I recommended going to France and Germany, but he would not do so.

837. Do you think, although there are delays on the part of contractors, that on the whole the work is put through with reasonable promptitude?—Yes, with reasonable despatch, considering everything concerned.

838. Then you would hardly argue, yourself, that much would be gained in the way of despatch if the system was changed, and and if you yourself, under the authority of the Director-General of Ordnance, were allowed to make the purchases?—Not as a general rule in contracts, but, of course, I should be able to close a bargain very quickly if I had an advantageous offer, which can hardly be done at present.

839. I put the question in the assumption that, if a change were made in the present system, you would be still bound by the general system of tender?—In that case I do not think I could make any saving of time in ordinary times in putting out tenders.

840. The system whereby Government Departments purchase under tender has been laid down by Parliament, and it is not a thing which can be readily departed from?—Assuming we should have to follow that system, I do not think we could do it much quicker.

841. That is on the question of despatch. Do you think if you were entrusted with purchases you would get a better or cheaper article or that it would come to very much the same thing as at present?—I do not think we should get better articles, probably not cheaper; we should simply get the things more to time. That is the great drawback to the present system, that our contractors are never up to time or within reasonable distance of time.

842. That is to say, if you dealt with the contractors themselves, you think you could make them more punctual?—We could make them more punctual.

843. Would you propose to do that by enforcing penalties more rigorously?—I should begin by enforcing penalties more rigorously; but I think after a time it would be rarely necessary to enforce penalties, as soon as they become aware of the fact that they were likely to be enforced.

844. I suppose you have had no outside experience in the business world of the possibility or otherwise of enforcing penalties on contractors?—No, I have no outside experience of that sort.

845. The question of enforcing penalties is everywhere found to be a very difficult problem. However, you yourself have a general opinion that, if the penalties were in your hand, you could enforce them more rigorously?—Yes, that is so. I may say that I have prepared a list of the cases in which the arrears were over 200*l.* in value for last year, which I can hand in. The total number of instances in which fines could have been levied were 288 last year, and the number of full fines inflicted was five, and modified fines 20. When I say modified fines, I mean that out of 71*l.*, 10*l.* has been demanded; out of 42*l.*, 15*l.*; 10*l.*, out of 22*l.*; 5*l.*, out of 9*l.*, and so on. The Director of Contracts has modified the fines to that extent in 20 of those instances. The total value of the fines was 7,809*l.*, which could have been levied, and 316*l.* was actually levied.

846. You do not actually recommend penalties, I understand, but when there is a delay in any article being delivered, or when it has not come up to quality, it is then for the Director of Contracts to levy the penalty which has been incurred?—Yes, it rests with the Director of Contracts.

847. Does he consult you about remitting or modifying penalties?—As a rule not—I cannot remember an instance when he has done so; as a rule, I make a report and he puts his remarks on the paper.

848. You do not know the reasons for his coming to any decisions?—As a rule I do.

849. Does he communicate his reasons to you?—Yes, he passes his paper to me.

850. But the decision is final before you see it?—Yes.

851. Do you consider the reasons as a rule sound?—In many cases I should possibly be inclined to agree with him, but in other cases I think he is too lenient. There may of course be reasons over which the

contractors had no control, when I should agree in limiting the fines.

852. When the penalty takes the form of buying in default, are you consulted?—No, I can hardly remember a case in the short time I have been there.

853. It is not a usual practice?—No; clothing is different from ordinary stores in that respect; it is easier to obtain as a rule. It does not take so long to get it in one form or another.

854. But you have considerable complaint to make of delay on the part of contractors, have you?—Yes, there is very considerable delay on the part of contractors. On the first of this month, with regard to boots—a very important thing—out of 480,000 pairs of boots due from contractors, 273,000 or considerably more than half were in arrears of contract. I should have had all those boots in store if the contractors had kept their promise.

855. Could you give the Committee a return for the year 1898 of the proportion of delays to the number of requisitions which emanated from you—the delays beyond the contract time?—I am afraid that would embrace nearly every contract; there is hardly a contract in which the contractors deliver up to time.

856. Even with the ten days' grace?—Yes; hardly a contract. I do not write as a rule formal minutes of complaints to the Director of Contracts, but I send him a statement as occasion may arise, either of arrears on the part of a certain contractor, or as to a certain article, and I say at the same time I am very badly in want of these things. There were 267 of those statements sent last year.

857. (*Mr. Mather.*) Covering how many articles—100 or 50?—It would cover possibly 200 articles.

858. (*Chairman.*) In sending in your requisitions, I suppose you do not as a rule state that you want such and such an article at a given date, but you state you want it as early as possible?—As a rule I give the date—that is the difference between my practice and that which possibly obtains in the Store Department. If it is a demand for a year's requirement of cloth, I should say: "I require it in equal monthly deliveries from April to December." If it is a matter of 100,000 mess tins, which I want in three months, I should say, "These are wanted in three months, in equal weekly deliveries from the date of the receipt of order."

859. You never fix a date, I suppose, with which it is impossible to comply?—I should put: "Within three months, if possible." I have an instance in which I asked for 275,000 pairs of boots and shoes to be delivered within 2½ months if possible. We only had tendering for 68,000 of those boots in that period.

860. (*Mr. Gibb.*) In that case what date did the contractor accept?—The contractors were told to deliver in three months, and they only tendered for 68,000 within that period.

861. (*Chairman.*) You then said: "Three months, if possible"?—If possible. By wiring to some of the contractors we found out what their difficulties were, and we afterwards got the boots. That points to another matter which seems to show rather jealousy on the part of the Director of Contracts of the Department in dealing with the contractors, because he objected to my telegraphing to the contractors, and finding out the difficulties of the contractors, and he stigmatised my action as "unnecessary and irregular," which seemed to me a peculiar way of doing business. It was my effort to find out the cause of the delay, and the Director of Contracts thought it "unnecessary and irregular" of me to wire to the contractors to find out.

862. According to that it seems to be your opinion that if you were put into closer touch yourself with the contractor, business would go through in certain cases more expeditiously?—Any difficulty would be found out at once.

863. I think you said previously if you were entrusted with the power of purchase you did not think there would be any material advantage in the matter of time and despatch over the present system?—I understood the question to refer to the getting out of the tenders and getting them in again.

864. What you complain of is, is it not, that you are not in a proper position to place an order?—That is so. I am cut off from the contractors, and the Director of Contracts seems to think that in communicating with contractors, I was going outside my province.

Col. F. E. Mulcahy.

15 Jan. 1901.

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865. To hasten up a contractor to see how his order is getting on, you have to go the Director of Contracts?—Yes, as a rule. I do hasten contractors frequently, but, as a rule, I go to the Director of Contracts.

866. I understand that you do hasten them in the public interest frequently, but that in doing so you are going outside your province?—Yes; if I wish pressure brought on a contractor, I should report and say, "This is how the matter stands."

867. Is that the proper proceeding?—The proper proceeding.

868. But sometimes you are so put to it that you rather take it upon your own shoulders to hasten him up?—I frequently do so.

869. Do you think things would work more satisfactorily if you were allowed, as a normal state of things, to deal with a contractor and hurry him up yourself?—Yes, quite so.

870. And if you were put into touch with him when the contract was made until the time of delivery?—Yes; I do not know that the Director of Contracts has formally objected to my doing it, but he seems to be inclined to object to my communicating with the contractor.

871. (*Mr. Beckett.*) With regard to the 267 complaints which you say you made, I suppose you suffered long before you made those complaints?—I do not leave it too long before crying out. I do not cry out without necessity.

872. Does that mean that in every one of the cases you wanted pressure brought to bear on the contractors by the Director of Contracts?—Yes.

873. Did you hear whether he brought pressure to bear on them?—Yes, in every case I think he wrote, but the pressure I wished him to bring was that he should have officials who would go round and see what those men were doing, and if they had taken up more remunerative work. That leads up to a subject which I should like to refer to at a little length, because it was originally proposed by me that travelling inspectors should be appointed under the Director of Contracts. In February last I wrote a long minute to the Director-General of Ordnance pointing out the difficulties we had had in getting many things, and pointing out that where I had defied the rules, and sent my clerks or my factory manager into the City to ascertain where the things could be got, or what was the difficulty in getting them, I was always able to do business. That occurred in many cases. When khaki serge was first approved for the Army, I sent an inspector round and told him to buy from many firms. That was going over the head of the Director of Contracts, but by doing it we got a certain amount of serge which we should not have got otherwise. The Director of Contracts did not take kindly to my suggestion which I put forward, and rather opposed it; he said he could not see the necessity for it, and a correspondence ensued. The Director of Contracts said: "We do not need the assistance of inspectors or store officers to bring us into touch with the trade; it is not one of their duties and they are seldom in a position to render us any help."

874. (*Mr. Gibb.*) What was the date of that suggestion?—February 1900. Of course before the war I had not been driven to sending people out to do business. Eventually on the 10th June, the Secretary of State approved that inspectors should be appointed, and left it to the Director of Contracts to make his application for these gentlemen.

875. (*Mr. Beckett.*) Did he make any appointments?—The application went forward last month, and has just been approved by the Treasury, which, I think, shows, although the Director of Contracts objected, the benefit which is likely to accrue; practically it has been forced upon him.

876. Then is it your opinion that they are in a position to render help?—They would be of admirable assistance; they would be a connecting link which is badly wanted. At present the contractor has to run about between the Director of Contracts, my office, and the Inspector's office; he does not know who is to blame when he cannot get his business through, I cannot give any decision, it has to go the Director of Contracts, though I know what I want and when I want it. A contractor never knows where he is because I can never decide anything.

877. Do you consider that the absence of these inspectors has been a frequent cause of delay?—I think they would have been in a position to open up new sources of supply in the early part of this War, if they had gone to a big clothing firm in Leeds, for instance, and said, "This is a national matter, cannot you take up this Government work? You are not used to seeing these formidable looking forms sent out by the Government, but they are not so bad as they look at first sight." I think if that had been done many firms would have taken up the work. I know when my clerk went into the City for shirts which I wanted badly, he went to a big firm and said, "Did not you get an inquiry form from the Director of Contracts?" "Yes," was the reply, "but we put it into the waste paper basket." That was a matter which only wanted explaining; as soon as he found we were ready to do business with him in a business-like way, we got the shirts.

878. Do you consider the present arrangement for securing an excellent quality of goods satisfactory on the whole?—Yes. I think the inspection very good, in peace time it is strict, of course, in war time we have slightly relaxed our inspection, not as regards serviceability, but in little details which do not affect the serviceability of articles. I am not responsible for inspection.

879. Have you any suggestion to make with regard to the inspection which might improve it?—No, I think it is very well done. The patterns of clothing are settled by the Adjutant-General.

880. (*Sir C. Welby.*) As to the proposal for instituting travelling inspectors, did you propose that those inspectors should be under the control of the Director of Contracts?—Yes, and, I may say, I suggested they should be practical business men, acquainted with the trades and business houses they would have to deal with.

881. Supposing that the procedure could be tightened up by appointing these travelling inspectors or in other ways so as to reduce to a minimum delays on the part of the contractors, do you see anything inherently unsatisfactory in a system under which a separate department of the War Office makes your contracts for you?—I think it is unsatisfactory in this way, that where you have a high official, hedges are sure to grow up where none were intended to grow originally, and that such a system cuts the supply officer off from the contractor. That is what I feel, and have felt strongly, right through the war.

882. And the appointment of these travelling inspectors would remove that difficulty, you think?—It would to a great extent, because, he would come to my office and find out what I wanted.

883. (*Colonel Miles.*) That is providing the Director of Contracts allowed him to have access to you?—Of course, I assume that would be part of his business.

884. (*Sir G. Clarke.*) The proposal to have travelling inspectors originated with you; it was on the whole resisted by the Director of Contracts and practically forced upon him—is that so?—Yes, I think that is a fair summary of what happened, as shown by the papers. The Secretary of State showed great willingness and on the 10th June he practically approved of travelling inspectors being appointed, and asked that the application for them might be referred to him.

885. It is your opinion that there would be no great value in those inspectors attached to the Director of Contracts' office unless they were brought into close touch with you, so as to learn from you your requirements before they proceeded on their peregrinations throughout the country?—That is so.

886. You regard that as essential, I suppose?—Absolutely essential.

887. Then your main complaint at the present moment is that you do not find the Contract Office sufficiently in touch with the manufacturers?—Not sufficiently in touch; they seem to me to work entirely by a list which they send round, and if firms choose to tender, they tender, but if they do not they do not, and the matter rests.

888. Are you responsible for the manufacture of clothing?—Yes, in the clothing factory.

889. Not its quality?—Not its quality. I may say I am the head of the clothing factory as well as the supply officer.

890. You have constantly, I suppose, to make promises as to dates of delivery of clothing for the Army?—Yes, the clothing must be ready when it is wanted.

891. Do you find difficulty in fulfilling your promises arising out of the great delays in delivery and in rejections?—Yes, during the war period; I had not had much difficulty before.

892. Generally, do you think on the whole that your powers are not quite adequate to your responsibility?—Yes, that is so, as regards contracts.

893. Apart from the general question of any decentralisation of contracts, do you think it should be within your competence to send your officials to any place at any time to ascertain how your orders are proceeding?—I think those officials might be, in my case, officials of the Director-General of Ordnance, and not exactly serving under my orders, but in close contact with me.

894. And of course their going would be initiated by you?—Quite so.

895. Up to the present time has the Director of Contracts objected to your making any inquiries as to the progress of your orders?—Yes, he has done so.

896. (*Mr. Mather.*) The stores you have charge of consist of those manufactured by yourself as the Pimlico factory, I assume?—Both those and those supplied by the trade.

897. Have you charge of clothing, ready made articles?—Yes; in the case of garments the material is first supplied to me, inspected, issued on payment to the contractor who makes it up. That is in the case of garments, but in the case of boots we buy them ready made to specification.

898. Then all the stores of ready made clothing are manufactured under direct instructions from yourself as to the material employed?—Yes.

899. When clothing is issued to a military district in the country, what happens in case repairs have to be done; are they all done in the locality? Does clothing ever come back to you under any circumstances for repair?—No. I may say that the issues are made direct to the units, not to the district.

900. And with that the Director of Contracts has nothing to do, has he?—He has nothing to do with that.

901. I take it from your observations in the early part of your examination, that you have no general complaint to make as to the relations now existing between your department and that of the Director of Contracts, except that there is not sufficient unity of purpose or co-operation between you. You would not care, in consequence of any difficulties now existing, to become yourself the purchaser of all the stores you require, would you?—I should be prepared, and rejoice to see some such system adopted.

902. You would prefer that system, would you?—Yes.

903. Are you fairly satisfied with what is being done now by the Director of Contracts as to the time of delivery and the quality of work you receive?—What I wished to convey was, that I did not think in the matter of placing orders that any absolute saving of time, as a rule, would be ensured by my taking up the work; that is to say, the Director of Contracts places orders with reasonable despatch, as far as I am concerned.

904. Therefore you are reasonably well supplied?—Yes, in normal times.

905. (*Chairman.*) I think you left us under the impression that no change would make any material difference, both in respect of the reasonable despatch of business, except as regards hurrying up contractors, or in respect of the cheapness and quality of the articles?—As to the cheapness and quality of the articles, it would not.

906. (*Mr. Mather.*) And as regards time?—I did not mean to convey that impression.

907. (*Chairman.*) There were two questions: one that you were satisfied the department dealt with your requisition sufficiently quickly?—Yes.

908. But you are not satisfied that they exact sufficient punctuality from the contractors, and you think, if you dealt with the contractors yourself, you could get greater punctuality in the delivery of the orders?—

That is so, and also in the placing of the orders I think I should be consulted.

909. (*Mr. Mather.*) Therefore, if close co-operation existed between you and the Director of Contracts, you would facilitate the delivery of goods to yourself to a very great extent. You have complained, have you not, that there was no reference to you after a certain time?—Yes.

910. Suppose the system was so far relaxed that the Director of Contracts was obliged to consult you, or had to receive your reports afterwards, and had to act upon them, to a great extent, would that remove your difficulties?—It would still leave the contractor with three people to deal with, as it were, which I do not think is satisfactory.

911. I understood your chief complaint was that you did not come into contact with the contractor, and if you had power to do that through the Director of Contracts, it would facilitate your work?—The Director of Contracts would not be obliged to follow my recommendation; he might take a line of his own which might not suit me.

912. But, if your opinion had to be decisive, it would satisfy you, would it not?—Yes, but then there would be no need for the Director of Contracts.

913. (*Mr. Gibb.*) You told the Committee of contracts being let to three firms, although they were very much in arrear with existing contracts?—That is so.

914. Do you know whether the Director of Contracts was aware when he let those contracts that those firms were so much in arrear as you have told us?—I think he could hardly have been entirely ignorant of it. He gets periodical statements from me with regard to the condition of contracts which should have given him the information. I should think the Director of Contracts was aware that they had a great many garments to make and were possibly in arrears.

915. I wanted to know whether it was a case of his thinking the firms could supply the things, or whether it was a case in which he went wrong owing to the system under which he gets information about the execution of contracts?—My complaint there rather was, too, that he placed those orders with those firms without referring to me. I could have told him. I stated that in support of my contention that all these tenders should be referred to me before the order is given.

916. Do you report to the Director of Contracts every case where deliveries are not made within 10 days of the contract date?—No.

917. What cases of delay do you report to the Director of Contracts?—Periodically, I take the most important stores and send him a statement of the whole condition of the contracts, probably once a quarter. But if I am pressed for a particular thing, I send him a statement of a certain firm's arrears.

918. Do you give him periodical returns of the deliveries under current contract?—Yes.

919. So that he has, in his office, information as to contractors who are in arrear, has he?—He should have all that in his office. It may not be exactly up-to-date, but it is within a reasonable period. The statements, of course, are very lengthy ones to make out.

920. You said that 288 fines could have been imposed in the year 1900, did you not?—Yes.

921. Have you got with you the number of contracts issued in that year?—No, I could not tell you the total number of contracts made in the year.

922. Can you give us any idea what proportion the 288 would bear to the total number of contracts?—The total number of contracts for the period referred to was 3,655.

923. I suppose those are cases where the delays were over 10 days?—Yes, and arrears of over 200% in value.

924. The inference from that figure is, is it not, that all the other contracts, except those 288, were punctually performed?—Yes, or it may be there was reasonable cause for not even suggesting fines; for instance, I may have been short of material, which may have delayed a contractor, or something of the sort.

925. (*Chairman.*) In that case, the occasion for a fine would not arise, would it?—It would not arise and could not be enforced.

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926. (*Mr. Gibb.*) You spoke about going to firms and explaining to them that the clauses in the tender forms sent out were not so bad as they looked?—Yes.

927. Do you consider that the clauses inserted in the Army contracts are of an unnecessarily forbidding nature?—I would not say that they were unnecessary, but to an ordinary business man accustomed to dealing in a business way, they would appear so at first sight. On seeing this form it appears to him he is bound by all sorts of conditions to which he is not accustomed. I gather that from what is stated by my officials who have had interviews with various contractors.

928. Will you let the Committee see a copy of the form of contract?—I have not a form of contract with me.

929. Your answer would rather suggest that there are clauses which would deter responsible firms from tendering?—No, I did not say the clauses themselves are unreasonable, if a man will take the trouble to read them, but the form looks formidable.

930. (*Mr. Mather.*) It is the legal phraseology they do not like, I suppose?—Yes.

931. (*Chairman.*) Does it not come to this, that as to a great many firms it is not in their usual way to take up an order when they get a circular. Circulars of all kinds are habitually disregarded, and firms sometimes do not consider real business is meant till someone calls on them and arouses attention and interest, or until they receive a definite request in writing to quote, which is very different from a general circular?—That is what has struck me; the Director of Contracts does not get into personal contact with new contractors.

932. (*Mr. Gibb.*) Do you suggest your department should undertake the duty of purchasing?—I think it would be a very great advantage to the State.

933. Would it satisfy the object you have in view, if your department had complete freedom of going to contractors, and on to contractors' premises if they pleased, and were made responsible for the execution of the contracts after they had been made with the Director of Contracts?—I think the travelling inspectors should have the power to go to the factories and see what work was being done.

934. But the travelling inspectors will be under the Director of Contracts, will they not? What I rather suggest to you is that the responsibility for the execution of the contracts should be placed with your department immediately on the making of the contract instead of as at present when delivery is tendered?—Would that imply that we should inspect the goods in the process of manufacture?

935. Or to take any steps you pleased. Take, for instance, the cases you have named to us. The Director of Contracts sends you a copy of the contract when it is entered into, does he not?—Yes.

936. If from that date you were at liberty to communicate with the contractor, and take such steps as you pleased to watch progress and secure delivery,

would not that satisfy your object without transferring to your department the actual duty of making the purchases?—It would be a step in advance.

937. Do you see any advantage in transferring, not only the duty of seeing to the execution of the contracts, but also the duty of sending out tenders and making the purchase?—Yes, I think if I had the sending out of the tenders to the firms, they would only have one man to deal with, instead of having two as at present. They have now to deal with me when it is a question of delivery; they have to go to the Director of Contracts when it is a question of price; and to the inspector on a question of quality.

938. If there were only two parties, the Supply Department and the contractors, the whole business would be practically under the control of one department, would it not?—Yes, the department which is responsible for supplying the Army with goods.

939. So that, whether checks be necessary or not, there would, under that proposal, be an entire absence, would there not, of the check imposed by several departments having to be consulted?—I think checking might be obtained, as in the case of accounts, by reviewing the action on contracts—they would be all subject to review, and be dealt with if there was anything wrong. I should always have to justify my conduct in the case of giving a contract to a firm who had not tendered lowest, or something of the sort.

940. Do not you think there would be some danger of a department being suspected by the public of having too great a power, if they had the purchasing and the dealing with all stores?—I am afraid the suspicion of the public would not affect me if I could get the stores to supply the Army.

941. But is it necessary, do you think, for you to take over the whole burden of buying as well as dealing with the execution of the contract? Of course the two things are totally different, are not they. The Director of Contracts may make a contract, and if it is at once referred to you, you would have the entire responsibility of seeing that its terms are carried out. Do not you then place yourself in as strong a position to secure delivery as you would be in, even if you made the purchases yourself?—In the matter of bringing pressure to bear, of course I should be in as strong a position.

942. As regards the selection of firms to whom the order is to be given, you suggest, I understand, that the Director of Contracts should communicate with you before placing the contract?—Yes.

943. Do you suggest that you should be in a position to dictate to the Director of Contracts, or he to you—as to the firm to be selected—after consultation?—I think, where we disagree, it might be referred to the Director-General of Ordnance, who is really the responsible officer. I, of course, am only his servant. If the Director-General of Ordnance and the Director of Contracts do not agree, at present it goes to the Financial Secretary.

The witness withdrew.

FOURTH DAY'S MEETING.

THIRD DAY'S EVIDENCE.

At the War Office.

Wednesday, 16th January 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Colonel CHARLES MOORE WATSON, O.M.G., examined.

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

944. (*Chairman*.) You have been, I think, Deputy Inspector-General to the Inspector-General of Fortifications since April 1891?—I have not been Deputy since 1891, but I was at first Assistant. I came to the War Office for duty with the Barrack Loans at the end of 1889, and when the Barrack Loan of 1890 was passed I became Assistant Inspector-General in the Branch. I held that office for five years, and I was then made Deputy and head of the Branch, and have held that post now for nearly five years, since the 30th of April 1896.

945. I believe you are acquainted with General Sir Richard Harrison's evidence before the recent Committee on War Office Contracts?—Yes, I have gone carefully through the evidence.

946. I think I will ask the Secretary to read you the questions and answers in that evidence, Nos. 5468 to 5492, and I will then put it to you whether you have anything to add in explanation of the evidence there given, or if we may take it that those questions and answers embody a clear and comprehensive account of the system?—The answers are very nearly correct. There are a few points that are not quite clear.

947. The Secretary will read them. I have a list of the answers that it struck me wanted slight alteration; they are very few.

(*The Secretary*.) It begins at Question 5469 with the Chairman's question. (*Chairman*.) The Committee is desirous to obtain some information with regard to the method of dealing with contracts; I understand that all building contracts are carried out under the supervision of your Department?—(A.) They are. (Q.) Do the contracts themselves come before you before acceptance?—(A.) Yes. Perhaps, in regard to that, I had better explain the process. I can do so very shortly. (Q.) If you please?—(A.) The process of contract is a little complicated, perhaps. First, with regard to the home stations, there are five different descriptions of contracts for works. First, there is the contract for three years, which is called the triennial contract for repairs, painting, and small services not over 400*l.* in value. (Q.) That is 400*l.* in value for any one item, is it?—(A.) For any one service, yes. Then, secondly, there is what is called the lump-sum contract for works over 400*l.* Thirdly, there is what is called the measurement contracts for those same works over 400*l.* (Q.) Do those apply to new works mainly?—(A.) All those would be new works. (Q.) I take it, the first item you gave us would be in the nature of maintenance and repairs, and so on?—(A.) Yes; and small new services. Then the second and third would be entirely for new works, although, occasionally, they might be for re-construction of a barrack. Fourthly, there are contracts for painting, what we call maintenance, also over 400*l.* And, fifthly, there are contracts

for stores and materials over 50*l.* in value. The system in regard to these contracts is as follows:—

(*Witness*.) Might I stop there for one moment? There are, of course, contracts for stores and materials under 50*l.* The only difference is that, if it is over 50*l.* it has to go to the Director of Contracts, but if it is under 50*l.* the General Officer of the District can accept it, or the Inspector-General of Fortifications can accept it, so that it is not quite right to say that they are only over 50*l.* because we have under 50*l.* also.

(*The Secretary*.) "The system in regard to these contracts, is as follows:—No. 1, that is what we call the triennial contract, is taken by open competition, advertisements are put out in the district concerned; and the others 2, 3, 4, and 5, are arranged for, as a rule, by limited competition, that is among contractors who, either in answer to advertisement, or on their own application, have been placed on lists, and have been approved by the Director of Contracts. Occasionally these contracts are also put out to open competition, and settled by the Director of Contracts. (Q.) You distinguish between what you describe as open competition and the other form of competition which is more limited, the distinction being that the open competition is carried out by advertisement, is that it?—(A.) By advertisement. (Q.) Specifications for which may be seen, I suppose, at your office?—(A.) Yes. (Q.) And the other, of course, is the more restricted competition of invitations to firms who are, as you describe it, on the list?—(A.) Yes. And lately, owing to the decentralisation arrangement which has been made, Generals are allowed to arrange contracts up to 2,000*l.* in value, that is to say, they not only make the arrangements for advertising and so on, but they are allowed to open them, and select the contractor, in fact make all the arrangements."

(*Witness*.) Might I make one remark about that? It is said in answer to Question 5476, that the specifications are seen at our office, but as a rule for all large contracts the specifications are not seen at our office, but at the office of the Commanding Royal Engineer of the district. If I might very shortly say what the system is, most of our contracts for Loan Works are lump sum contracts, and, after the specifications and drawings have been finished and approved, the bills of quantities are taken out in the district when one copy of those bills of quantities are priced by the Commanding Royal Engineer at the prices in the triennial schedule. The other copies, which are unpriced, are sent to the contractors by the Commanding Royal Engineer, who does all the work up to the moment of calling for tenders. Then in the case of contracts above 2,000*l.*, those tenders are sent in to the Director of Army Contracts, and the same routine is followed if it is under 2,000*l.*, except that the tenders

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

are sent to the General Officer Commanding. It is rather an important point, because it strikes us all that it would be much simpler if all the tenders were sent to the General Officer Commanding. Perhaps I might explain that a little later.

948. (Mr. Mather.) Leaving out altogether the Director of Contracts?—Yes, it only takes time.

949. But you mean leaving out altogether the Director of Contracts?—Yes.

(The Secretary.) “(Col. Lockwood.) In their district?—(A.) In their district; but in all other cases the General only makes the arrangement for tendering, and then the tenders are sent direct to the Director of Army Contracts in London. (Mr. Herbert Lewis.) In what particular cases did you say the Generals can arrange contracts up to 2,000l.?—(A.) Up to 2,000l. in value. (Q.) Not limited to any particular class of cases, but simply limited to amount?—(A.) In all cases up to 2,000l. (Chairman.) I understand that in such a case the tender would not go prior to its acceptance to the Director of Contracts’ Department at all?—(A.) No. (Q.) But it would be dealt with entirely and solely on the responsibility of the General with any assistance he might have?—(A.) The General of the district is responsible. (Q.) Just in order to clear up Mr. Lewis’s point, do you mean it in this wide sense, that apart from the class of work, all contracts up to 2,000l., may be, and are so dealt with?—(A.) Yes, they may be, but up to the present they have not been largely dealt with, because the regulation has only been lately made owing to what they call the Decentralisation Committee. (Q.) Would that apply to stores as well as to works?—(A.) Yes, in the district. I will describe a little more about stores later on.”

(Witness.) That answer is not quite correct; it does not apply to stores. The General Officer Commanding has only power to accept contracts up to 50l. in the case of stores. So that as I heard it put the other day, if the General buys bricks and mortar put together in the shape of a building, he has power up to 2,000l., but if he has to buy the bricks separate he can only buy 50l. worth without referring to the Director of Contracts. It is one of those small matters that sometimes give us a good deal of unnecessary correspondence.

(The Secretary.) “(5485.) Would that be what you call discretionary with the General to determine whether he should deal with it or whether it would go to the Director of Contracts?—(A.) All under 2,000l. the General could deal with, but it is optional.”

(Witness.) We take it that in no case is it optional; that the General is bound to deal with it under 2,000l.

950. (Chairman.) Is it understood, that he will?—Yes, that he has power. Of course he will take the power if he has got it.

951. Will he? Will all Generals do so?—He might refer it to us, but we would not refer it to the Director of Contracts. We look upon it as out of the purview of the Director of Contracts if it is under 2,000l.

(The Secretary.) “I want to put it a little higher. When you say ‘could,’ does it follow that he would?—(A.) I understand by the regulation he could, if he liked, deal with it in the ordinary way by letting it go to be examined and discussed, and remarked upon by the Director of Contracts. That has not been really largely done; I only mention it because it is one of the new regulations. Then abroad the same procedure is carried out, except that the General there deals with all contracts without the intervention of the Director of Army Contracts, and all that the Director of Army Contracts has to do is to criticise what has been done afterwards. He can find fault; a report is made to him, and he can find fault if there is anything wrong afterwards. (Q.) That is to say, he may draw attention to any points which, in his opinion, might have had more attention given to them, but it would not be in his power to alter contracts already made?—(A.) He could not alter them. Then I got to the supervision of contract work. Shall I go on? (Q.) If you please?—(A.) The supervision is the same abroad and at home; that is to say, all of it is under the officers and foremen of works and men of the Royal Engineers. In cases of local supply, works and materials are carefully inspected by the Royal Engineers, and if not up to specification rejected. This rejection is very often made, and no difficulty is experienced, as a rule, in regard to replacement. Then

if work is found defective it is condemned, and has to be done over again. We do not find any difficulty in either case, either in replacing stores or in re-doing bad work. Then the intricate part is in reference to stores. In case of stores or materials, a certain number are ordered in the Inspector-General of Fortifications’ office for abroad, and occasionally for home stations.”

(Witness.) With reference to that question, I would remark that sometimes very great difficulty is experienced in getting contractors to replace bad material and bad work, and there are considerable discussions between them and the Commanding Royal Engineer. Moreover, in some cases the contractor complains to the Director of Contracts, and a long correspondence takes place, but in the end we get the bad work replaced.

(The Secretary.) “(5489.) Would you just give us, roughly, an indication of the kind of stores?—(A.) They are special stores that they order, chiefly ironwork, that they could not get abroad, and special fittings. (Q.) That is for building work?—(A.) For building work; it is all building stores; we are not dealing with any other stores but building stores. (Colonel Lockwood.) Girders, and brackets, and pillars?—(A.) Fittings for lavatories and all that kind of thing are specially made, and by ordering them at the central office you get the very best, the very latest pattern, and the best you can get. (Sir Robert Reid.) Would that include merely houses, or does it include such things as bridges or materials for fortifications?—(A.) Oh, yes, everything; fortifications certainly, and everything. I was just going to go on with the method of getting those stores. In the case of special ironwork, that is what you are mentioning, bridges and so on, and portions of fortifications, orders can be given in what is called the Iron Structures Branch, the Inspector-General of Fortifications’ office, up to 100l. in value. Between 100l. and 300l. tenders are called for from a list that is kept in the Inspector-General of Fortifications’ office. And then the tenders are sent to the Director of Contracts, with recommendations. Above 300l. drawings and specifications are prepared and forwarded to the Director of Contracts, and he calls for the tenders, usually open competition. Then as to supervision and inspection of such contracts (that is, ironwork and special stores), the ironwork is carried out partly by the officers of the Iron Structures Branch, and they are assisted by a certain number of specially-enlisted warrant and non-commissioned officers who live in the different trade districts. These men make test reports, which are sent to the Inspector of Iron Structures, and all important work is also inspected by that officer himself. He also visits during manufacture, as far as he possibly can.”

952. (Chairman.) May we take it, generally, from the evidence that has been read to us that, as regards buildings, the General in a district does deal with contracts up to the value of 2,000l.; in regard to stores, up to the value of 50l.; and that, both as regards buildings exceeding 2,000l. and orders for stores exceeding 50l., the Director of Contracts makes the contract on your requisition, your department having received a demand from the district?—No, our demand goes to the Director of Contracts in the case of buildings, direct; that is to say, the General Officer calls for the tenders, and orders them to be deposited in the tender box at the War Office. In the case of stores, the General Officer calls for the tenders, and sends the tenders up to us; we then have to send them to the Director of Army Contracts, with a recommendation; the Director of Army Contracts sends them back to us, either agreeing or disagreeing, and we then send them back to the General of the district; so that sometimes it takes considerable time for the transaction to be concluded. And if the amount is over 50l., by a few shillings even, the Director of Contracts calls us to account if we have not submitted it to him. For instance, I have a case here of some stores that were ordered in our own office; the bill came to 50l. 8s., I think, and when the bill was passed the finance branch found it was 8s. over 50l., so it was referred to the Director of Contracts to know if he should not have approved it before it was passed; then the Director of Contracts approved of it, and it went back to us; so that there have been a good many minutes on the paper because it was 8s. over 50l. In another case where it was a few shillings over 50l., the General Officer wrote to us; we had to write to the Director of Contracts; the Director of Contracts wrote back to us, and we had to write back to the General Officer before he could get his stores.

Col. C. M.
Watson,
C.M.G.

18 Jan. 1901.

953. (*Mr. Gibb.*) Were these cases where the General Officer had accepted the contract, knowing it was a few shillings over?—He could not accept it; he had not yet accepted it; he wanted to accept it. He had the tenders, and the lowest was just over 50l. but he wanted the power to accept it, and he had to refer it to us. That, of course, takes a considerable time, and causes great delay.

954. (*Chairman.*) About how long a delay does it cause?—I should think it would take at least a fortnight.

955. That is to say, the limit of power up to 50l. is rigidly enforced?—It is rigidly enforced. Our contention is that if the General has the power up to 2,000l. in the case of building works, there is no reason why he should not have it in the case of stores also.

956. To keep to the question of building works, for the moment, before we come to stores, I understand that the General in the district, if he wished to have works over the value of 2,000l. carried out, would not communicate with the Director of Contracts through you, but would communicate direct with the Director of Contracts?—He does not communicate with him at all. He tells the contractors to send the tenders to the Director of Contracts, and he sends a letter at the same time, to say that he has called for those tenders.

957. He calls for tenders?—He calls for tenders to be delivered at the War Office, but he has no communication with the Director of Contracts.

958. And you are advised at the same time that he has called for those tenders?—We are advised that he has called for tenders at the same time that the Director of Army Contracts gets the tenders. Perhaps you would like to see it exactly. That is the letter (*handing in the same*) that the Commanding Royal Engineer sends to the War Office.

959. Advising you?—Yes.

960. Then is it the Director of Contracts who himself decides which tender is to be accepted?—No, he refers it to us.

961. He refers it to you in every case?—He refers it to us in every case. That is an instance in the same case of his reference (*handing in the same*). He has received the tenders, and tabulated them. It was a simple case that I thought would show it, where there was no discussion.

962. I see this is noted on behalf of the Director of Contracts: "I propose to accept the tender" of so-and-so?—That is referred to us.

963. Asking for your concurrence or otherwise, for your observations?—Yes. Then when the tenders are received, he sends the bills of quantities of the lowest tender, and they are examined in our office to see if there is any mistake in them; then, before making our recommendation, we look through them and send them back, and if there is any small error we call the attention of the Director of Contracts to it.

964. But the point I want to get at is this: When the tenders come in is it practically you, and not the Director of Contracts, who determines which contract shall be accepted?—Except in this case: that, supposing we thought the lowest tender ought not to be accepted, we would probably have considerable discussion with him. Supposing, for some reason, we thought that the lowest tender was not the best for the public service, the Director of Contracts always, of course, wishes to accept the lowest tender; and then there might be a considerable number of minutes on the paper before we came to an understanding.

965. Would you come to an understanding by mutual arrangement, or would the Director of Contracts, as it were, over-ride you, and insist upon the lowest tender?—It is very rare that it happens; I do not think I could instance a case in my branch. But I think if we were in disaccord it would be referred to the Financial Secretary.

966. He would be the arbitrator?—Yes, he would be the arbitrator. Theoretically it is the Secretary of State for War who arbitrates.

967. But usually he delegates that power, in the first instance, to the Financial Secretary?—Yes. As a fact I cannot remember a case.

968. (*Mr. Gibb.*) Is that because the Director of Contracts rarely over-rides you, or is it because you

rarely propose to pass over the lowest tender?—That is the reason; but of course it may happen that when we examine the lowest tender we find such mistakes in the bills of quantities that the tenderer is raised above the lowest tenderer.

969. (*Chairman.*) Then he ceases to be the lowest tenderer?—Then he ceases to be the lowest tenderer. Then in that case the Director of Contracts writes to the lowest tenderer to know whether he will stand by his price, and at the same time we get the bills of quantities of the next tenderer and examine them; and in a case of that sort, of course, it takes some little time before the final decision is arrived at.

970. (*Mr. Mather.*) The end of it all being that you accept the lowest tender, if you are satisfied that that tender contains all the provisions that you require to have carried out in the work?—Yes.

971. (*Sir George Clarke.*) The Director of Contracts has no possible means of checking any of the objections that you raise to the taking of a certain tender?—None; he has no technical knowledge.

972. He therefore cannot check independently any of the objections that you take to any tender?—No.

973. Therefore, you get your way, simply because it is impossible, in the long run, for the Director of Contracts to answer you?—In one or two cases there may be a difficulty. We have a case at the present moment; it is rather a curious one. The lowest tender was, I think, 13,900l.—I speak without being quite sure of the figures: the next tender was about 15,700l. When we examined the bills of quantities of the lowest tenderer, we found he had made a mistake of 300l. against himself. The Director of Contracts sent the tender back to him, to ask whether he wished to correct it. In returning it, he sent back to say that he had made several other very serious mistakes, and that his tender was 15,100l., or thereabouts. I have put it to the Director of Contracts that I do not think we should accept a contractor who does his business so carelessly. Supposing that he had made a few more mistakes, he would not have been the lowest tenderer. He is not a contractor who like very much; he has given us a good deal of trouble in other places; and I daresay we shall have some discussion upon the subject before we come to an agreement. I only instance that as a case where we do not simply accept the lowest tender; but have to have some considerable discussion first.

974. (*Mr. Beckett.*) That case is pending now?—That case is pending now.

975. (*Chairman.*) Then, I take it that your objections to the lowest tender are generally founded upon your knowledge of the contractor who puts it in, and because you have reason to be dissatisfied with him?—As a rule, every contractor on the list is supposed to be competent, but some are better than others. We know that with one contractor we have a little trouble.

976. If a man has been worrying you?—We would rather not have him. This contractor I have been speaking of, I know can do good work, but he gives us an immense amount of trouble. We would, of course, rather have a contractor that went quickly and steadily about his work, and gave no trouble.

977. Has the Director of Contracts any knowledge of the expedition and punctuality with which these various contractors perform their work, or have you more knowledge as to that?—All the knowledge he has is from the reports which he receives through us. At the end of every contract we get a completion report, stating how the contractor has done his work—whether he has been dilatory or given trouble: and, of course, we pass all those reports to the Director of Contracts to see.

978. Then the Director of Army Contracts is practically put in possession of all your knowledge as regards the contracts?—Yes, all; we tell him everything.

979. Then he would have quite as much knowledge as yourselves for the purpose of discriminating between contractors. Supposing there was anything against the contractor who put in the lowest tender, he would know all that man's record as well as you do?—Yes; he keeps a record, at least, I believe he keeps a record.

980. You supply him with the information?—We supply him with all the information; he sees every completion report.

981. Then, as regards the system, it approximates very much, I believe, to the system carried on in

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

certain railways where tenders are called for by the engineer's or other departments, and are returnable to the secretary's department?—Yes, but, of course, it differs in one respect, that we look upon the officer corresponding to the engineer of a railway company as being the Commanding Royal Engineer; he is the man who is really responsible for the due execution of the work, not the Inspector-General of Fortifications, who, of course, is not in the district; and the official who corresponds to the manager of a railway, or whoever would open the tenders, is the General Officer in the district.

982. (*Sir George Clarke.*) In other words, the analogy of the railway applies to the district?—The analogy of the railway applies to the district more than to the War Office generally. We cannot, of course, be responsible for the due execution of the contract; that must rest on the Commanding Royal Engineer.

983. (*Mr. Mather.*) After the Director of Contracts has given his sanction to a tender—say the lowest tender which you have sanctioned after having revised it—what power has the Commanding Royal Engineer over the execution of the work?—He has to see that it is carried out in accordance with the specification and the drawings.

984. And in such a case has the power to have the work re-done if it is badly done?—He could have the building taken down altogether; the whole power rests with him.

985. You said a little while ago that one objection to not having the contracts made by yourselves in the district was that while you had power over contracts up to 2,000*l.* made by yourselves, you had not the same power over contracts given to the contractors by the Director of Contracts?—Yes, we have the same power exactly.

986. That was in relation to stores only?—Building works and stores.

987. With regard to works you have the same power whether you give the order or the Director of Contracts gives it?—Absolutely. That is the form of tender (*handing in the same*), and you will see the whole power is given to the Commanding Royal Engineer, with power of appeal to the Secretary of State in case of a difference of opinion.

988. Therefore, there is no difference whatever in the final execution of the work, whether you give the contract, or the Director of Contracts gives it?—No, none at all.

989. (*Mr. Beckett.*) Does the Commanding Royal Engineer supervise the work while it is in progress?—He is responsible for the execution, but he has officers under him; perhaps he will have two or three officers under him, and they are constantly on the watch, and he goes round every now and then to make sure that everything is going on rightly.

990. (*Chairman.*) With regard to the analogy between the War Office and a railway company, I am still inclined to think that the analogy between the War Office and the secretary of a railway company may hold after all. You say it would hold rather with the district, but with a railway traversing several counties there are organised sections, and the tenders do not go to the engineers of the sections; they go to the head office in London, or wherever the head office may be?—Then that would correspond with the War Office.

991. (*Mr. Gibb.*) But the Inspector-General of Fortifications is the departmental head of the Commanding Royal Engineer?—I think, perhaps, the analogy is more between the War Office and other public offices. If, for instance, you take the Admiralty; in the Admiralty you have the Director of Works, who has charge of all works executed under the annual estimates. He accepts all his own tenders without reference to the Director of Contracts. Then you have the Engineer-in-Chief for Naval Loan Works, who has the power of accepting all tenders without reference to the Director of Contracts.

992. Without pressing it too far, it was only on the question of fact. You suggested that the secretary of a railway company was analogous to the Inspector-General of Fortifications, and that the engineer was analogous to the Commanding Royal Engineer?—Then the Commanding Royal Engineer would not be; it would be the Inspector-General of Fortifications. I was rather looking at the district as the unit; that is to say, each General of the district is responsible for his own expenditure.

993. I think the point put to you was this: that in the case of an ordinary business, the tenders go for acceptance to a different department from the department seeking the work; they do not go to the head of the department requiring the work done?—That would be analogous to our present system.

994. (*Sir George Clarke.*) Except that the unit for the expenditure up to 2,000*l.* is the district?—The unit for expenditure for the whole amount is the district.

995. I mean to say the unit for unchecked, uncontrolled expenditure, is the district?—It is the district.

996. (*Chairman.*) Yes, the district in this case?—Yes.

997. (*Col. Miles.*) A contract for 2,000*l.* would be a Part I. service?—Yes.

998. The original authority for spending that money would come direct from you?—Of course; the authority for all expenditure would come direct from the War Office.

999. It is not given on the sole authority of the General Officer Commanding?—No, he can only accept the contract if the money has been authorised.

1000. (*Chairman.*) Is there any delay, in your opinion, in the Contracts Department in dealing with the tenders when they come in, or does the Director deal with them pretty promptly?—I think he deals with them pretty quickly. Of course there must be a certain amount of delay in having to go to two offices in place of one.

1001. But beyond that?—No, I do not think he delays the work at all. I think we all try to get through the work as quickly as we can in all the offices. The delay is only due to the references from one office to another.

1002. Still, keeping to the question of works, as regards inspection, your department has a staff both to control works when building, and to inspect works when finished?—That is in the district.

1003. In the district?—Of course; in addition to that I go round as much as possible, but I cannot see every work while it is absolutely in construction.

1004. But, in the district the General has a staff to inspect works during progress, and to pronounce upon them when finished?—Yes; he has a staff consisting of the Commanding Royal Engineer, who has under him several division officers of the Royal Engineers, and they have clerks and foremen of works under them, who are constantly on the work.

1005. And that is a recognised duty?—Yes.

1006. Now, with regard to penalties in the case of works, if works are in delay—I am not talking now of bad work which is pulled down, but, if works are in delay beyond the time in the contract, are penalties enforced?—The penalties are not often enforced. The system has always been to consider, after the contract is completed, how much time has been lost through the bad weather, and due to strikes and such causes, and that amount of time is generally given to the contractor.

1007. That is *force majeure*, as we may call it?—Yes.

1008. But, when there is anything other than this, what is the practice?—After that the matter is considered, and in some cases the fines are enforced, or enforced at a reduced rate; in other cases they are remitted. Each case is considered on its own merits.

1009. And who considers whether a fine is to be enforced or not?—The Inspector-General of Fortifications in concert with the Director of Contracts.

1010. They agree?—They agree.

1011. If there was any difference, what would be the procedure?—It would go to the Financial Secretary, but, as a rule, we come to an agreement. There have been one or two cases where the General Officer and the Inspector-General thought the fine ought to be enforced, and the Director of Army Contracts was rather in favour of letting the contractor off.

1012. But in all those cases you could appeal to the Financial Secretary?—Yes; but, of course, the question of fines is rather a difficult one; if they were always rigidly enforced the chances are that all the tenders would be higher, and the contractors know that the case is considered so that it is a sort of balance of advantages; if you were always determined to inflict the fine, I have no doubt all tenderers would allow for it,

1013. Then the Secretary of State, acting through the Financial Secretary, is brought in in the last resort to decide on the balance of considerations?—Yes, if necessary. I cannot remember a case in my branch where we have not come to an agreement.

1014. Are there many complaints about delays in the completion of works?—A certain number. It depends—some contractors are very good and always up to time, and other contractors are always tending to be too late.

1015. Does it appear to you that contractors generally are reckless about engaging to complete works by a certain time?—I would not say they generally were. Some of them are reckless, and others are very careful. We put in the time that we think the work ought to take, and on several occasions contractors have written in to say that they hardly think the time sufficient.

1016. Do you occasionally modify the time?—Yes. Supposing we had put in a time of 15 months, if there was a consensus of opinion among contractors that 18 months would be better, there is no hesitation at all about altering the time to 18 months.

1017. (*Mr. Gibb.*) Then do you always specify the time of completion?—We always specify the time of completion.

1018. That is not left to the contractor, or settled by the Director of Contracts?—Oh, no; the Director of Contracts has nothing to say to that at all. In some cases, when it was necessary to get the work done very quickly, we have told contractors that, and asked them what time they could do it in, and then, in accepting the tender, we take into account the contractor who said he could do it in the shorter time, and paid him a little more.

1019. (*Chairman.*) You paid him a little more to get the work done quickly, saving interest as it were?—Yes, and not only saving interest, but getting accommodation for the soldiers, which is sometimes most important.

1020. (*Mr. Mather.*) Might not the quality of the inspectors, whom you employ as clerks of works during construction, materially affect the question of how soon the contract would be finished?—I do not think so, because it rests with the division officer more than with the foreman of the works.

1021. But the division officer is your officer?—Yes.

1022. Then does not the efficiency of your division officer affect the question of the time within which the contract would be finished?—It may.

1023. It does so in ordinary buildings?—Yes; everyone is not exactly of the same capacity.

1024. And have you sufficient supervision of that character?—Yes.

1025. (*Chairman.*) When it is a case of bad work and new work has to be put in, if there is any difficulty, and the contractor refuses to do it, who settles it?—There is in the contract a final appeal to the Secretary of State for War. The Secretary of State for War may, under a clause of the contract, appoint an independent adviser, but he is not bound to appoint an arbitrator.

1026. If he does not appoint an arbitrator, what happens?—He can settle it absolutely, and the contractor has no redress except to go to law.

1027. But when you say the Secretary of State settles it, as a matter of fact is it the Director of Contracts and your department that settle it?—The Director of Contracts in concord with the Inspector-General of Fortifications.

1028. The Inspector-General makes a recommendation?—Yes.

1029. And if they differ, then again the Secretary of State or the Financial Secretary would pronounce between them?—Yes. You would perhaps like to see the clause in the contract; it is clause No. 16 (*handing in the same*).

1030. I will read it out so as to get it on the notes, Clause 16. "If any difference or controversy should arise between the contractor and the superintending officer or the Commanding Royal Engineer such difference shall immediately after it has arisen be referred to the Principal Secretary." And we mean by the Principal Secretary?—The Secretary of State for War.

1031. "Whose decision shall be final and binding; but, if so requested by the contractor, before giving his decision, the Principal Secretary may appoint one or more competent persons, as he may think fit, to investigate and report upon the matters in dispute; the expense of such investigation being charged to the War Department or to the contractor at the discretion of the said Principal Secretary."—So that the Secretary of State has absolute power, and the only redress that the contractor has is a law suit.

1032. Are there many arbitrations under this clause?—Very few. We have had one or two; we have one going on now; but they are very rare. I think I have only known about four or five in the last 10 years.

1033. To turn from works to stores. As regards stores, the Generals in the districts can only order up to an amount of 50*l.*, which limit is rigidly enforced?—That is to say 50*l.*, if there is not what we call a running contract. For certain classes of stores of which we use a good many, such as grates, drainage fittings, and such stores, we have running contracts, and the Generals can order up to any amount on those running contracts, because the contract has already been made. But where there is no running contract, the General only has power to order up to 50*l.*

1034. Is that 50*l.* on one article?—50*l.* on one order.

1035. He may place as many orders of 50*l.* during the course of the year as he thinks fit?—Yes; but practically they would be all for different articles from different contractors.

1036. Then I understand you to make two complaints as regards this regulation: First, that the limit is very low, secondly, that it is quite out of proportion to the limit of 2,000*l.* for works?—Yes.

1037. In your opinion what would be a satisfactory limit?—I do not quite see why there should be any limit. I should make it the same.

1038. The same in the case of stores as in the case of works?—Yes, 2,000*l.* Of course in that case also the General would have to send up, after he had concluded his tender, the list of tenderers, and if he had not accepted the lowest tenderer he would have to give good reasons for showing why he had not done so.

1039. That is to say, he would be reviewed by the Director of Contracts?—Not by the Director of Contracts, but by the Inspector-General of Fortifications. In the case of a 2,000*l.* contract, when he has accepted it he sends up a list of the tenderers exactly the same as I showed you for the other tenders, and if he has not accepted the lowest, he gives his reasons.

1040. (*Sir Charles Welby.*) That is in the case of tenders up to 2,000*l.*?—Yes.

1041. (*Chairman.*) Then both as regards tenders up to 2,000*l.*, and as regards stores, the General is practically reviewed by the Inspector-General of Fortifications?—Yes.

1042. I also understood you to say that you thought the limit of 50*l.* was somewhat illogical and absurd, inasmuch, as the General could not order bricks and mortar separately to the amount of 50*l.* 10*s.*, though he might order bricks and mortar in the form of a work up to the amount of 2,000*l.*?—Yes.

1043. But is that a practical inconvenience, or is it merely theoretical?—Sometimes it is a real inconvenience. Sometimes the General is very anxious to get these things quickly, and, of course, having to go twice round, as it were, first from the Commanding Royal Engineer to the Inspector-General, and then from the Inspector-General to the Director of Army Contracts, and then back, does cause sometimes inconvenience.

1044. (*Sir Charles Welby.*) Were these two limits of 2,000*l.* and 50*l.* respectively, fixed as the result of the Decentralisation Committee?—The 2,000*l.* was, but I think the 50*l.* was in existence beforehand.

1045. It was not touched by it?—I think not.

1046. (*Mr. Mather.*) Do you keep a depot of stores in your district?—Each district has a depot; but the amount of stores that is kept is very small, because, as a rule, so far as my branch is concerned, the stores are worked in at once.

1047. So that you have to be continually sending orders?—Yes.

1048. (*Chairman.*) Sir Richard Harrison, in his evidence before the Select Committee on War Office

Col. C. M. Watson, C.M.G.

16 Jan. 1901.

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C.M.G.

16 Jan. 1901.

Contracts, in his answer to Question 5491, stated:—
“ Fittings for lavatories, and all that kind of thing,
“ are specially made, and by ordering them at the
“ central office you get the very best, the very latest
“ pattern and the best you can get.” I understand
from that evidence, that in Sir Richard Harrison’s
opinion, ordering the stores from a central contract
department, at any rate, stores of the kind he specified,
led to the very best and latest patterns being secured
for the public service?—We are always trying,
naturally, to get the best and latest patterns, but we
give this information to the Generals in the districts,
and by the central office keeping a record, of course
every district gets the benefit of the experience of every
other district.

1049. That is to say, the central office brings together
and focuses all the information of the districts, and
then puts out these demands to a wider market than
any single district could do?—In some cases. In
certain cases, I think, it would be better for the dis-
tricts to order direct; I believe they would get them
nearly as well.

1050. Nearly as well?—Yes, and, perhaps, in some
cases quite as well, and with less trouble.

1051. But, on the whole, do you think that getting
them through the central department leads to their
being procured better?—Of course, the greater part of
the stores that are ordered in our office are for foreign
stations. If, for instance, at Gibraltar, they want
drainage fittings or lavatory fittings, they have no
means of ordering them from a contractor at home, so
they simply send a demand on us, and we send them
out.

1052. That refers to foreign stations?—Nearly the
whole of the stores that my office is concerned with,
that are ordered in our office, are for foreign stations.
We order hardly anything for home stations.

1053. Then, as regards foreign stations, some kind
of central office would have to be kept up?—It is
necessary.

1054. (*Sir George Clarke.*) You are that central office,
of course?—We are that central office. All orders for
stores required for barrack loan works at foreign
stations come to our office.

1055. (*Chairman.*) But I understand you to say that
the Director of Contracts in his central office gets
together and keeps together all the information?—No,
we keep the information. Supposing that we wanted
to order, say, girders for Hong Kong at a cost of 200l.,
we draw up the specification, and get the tenders, and
then send them over to the Director of Contracts with
a recommendation as to which should be accepted, and
he accepts it.

1056. Then you are practically the central office
for the information?—Absolutely, except for the
acceptance of the tenders, so far as barrack loan works
are concerned. We have three branches, of course,
in the Inspector-General’s office; the fortifications
branch, the annual estimates barracks branch, and
the loan branch, but a good deal of the information is
kept by the Chief Surveyor, who works under the
three branches.

1057. To turn to the inspection of stores. As
regards works, you have told us that in the districts
there is a regular staff under the Royal Engineer
officers who watch and control the progress of the
work during its execution. As regards the stores, is
anything of that kind done; do you simply wait until
the stores are delivered, and then inspect them?—In
certain cases we send a surveyor down to see them in
the process of manufacture.

1058. Is that an understood and recognised pro-
cedure?—Yes, it is a part of the duty of one of our
surveyors that he has to sign the bill before it is paid
to show that the stores have been inspected; it is part
of the certificate on the bill. For instance, lately, we
have been sending out a large quantity of doors and
window frames to Mauritius for new barracks there,
and those, of course, would be inspected in the process
of manufacture, before they were sent out. It is part
of the duty of the central office.

1059. And as regards penalties in the case of stores,
are they settled in communication with the Director
of Contracts?—Always; everything of that sort is
settled in communication with him.

1060. With an appeal to the Secretary of State if
there is any difference?—Yes.

1061. Do you think that there would be any advan-
tage if the officers of the Inspector-General of Forti-
fications Department themselves bought the articles
and stores which they required instead of going to
the Director of Contracts to effect the purchases?—
We practically now do everything except actually accept
the contracts.

1062. You are practically the buying branch, but
the clerical work is done by the Director of Contracts?
—All that is done by the Director of Contracts is to
accept the contract and write to the contractor. The
general division of labour between us, so far as
my branch is concerned, is, that all communi-
cations to the Generals of the districts go from our
office, and all communications from the War Office
to the contractors go from the Director of Contracts’
office, so that the acceptance of a tender to con-
tractor goes from his office. The Director of Contracts
then informs us that he has written to the contractor,
and we upon that write to the General, and send a copy
of the accepted tender to him. But the general division
of labour, is, that we write to the General, and he
writes to the contractors.

1063. (*Mr. Gibb.*) Is that answer confined to corre-
spondence in connexion with the tenders and their
acceptance, or does it apply to correspondence after-
wards and during the execution of the work?—It
applies to all correspondence. For instance, if a con-
tractor thinks that a division officer is, perhaps, a little
hard upon him, and is rejecting timber that is good
enough for the work, then the contractor writes a letter
stating this to the Director of Contracts; the Director
of Contracts sends the letter over to us; we refer the
letter to the General, who sends it back to us with
his report on the contractor’s letter, and then we
send it back with our remarks to the Director of
Contracts, who thereupon communicates with the
contractor.

1064. (*Sir George Clarke.*) Is not that a frightful
system of circumlocution?—I think it is rather circum-
locution. I think it would be simpler if a rule was
made that all communications from contractors were
to go to the Commanding Royal Engineer, and that the
General who is really responsible was to forward
them to the War Office with his remarks. That would
stop about four communications.

1065. (*Chairman.*) When you say forward them to the
War Office, to whom do you mean at the War Office?
They are dealt with first in the branch of the Inspector-
General of Fortifications.

1066. (*Mr. Mather.*) Do you consider that all the com-
munications that you have with the Director of
Contracts are a work of supererogation?—We get on
most amicably in every way, but I do think it causes
delay.

1067. I do not mean that you are not perfectly good
friends, but is his position altogether, so far as you
are concerned in your work, absolutely necessary; is it
your opinion that your work could be done with the
same staff that you have now, at no greater expense to
the Service if the Director of Contracts did not exist?
—Well, for the last week I have been trying to find
some good reason for his existence, so far as works
are concerned, because I want to see the other side of
the question, and I am rather in a difficulty, because
we do the whole of the technical work now.

1068. But would there not be some item of expen-
diture in your department increased?—I do not
think so.

1069. In the first place, you would have to commu-
nicate with the contractor?—No. I think that should
be done in the district, by the Commanding Royal
Engineer.

1070. That comes to the same thing; would he not
require more service than he has now, more clerks?—
It would mean writing one more letter.

1071. May I take it from you that no addition would
be required to the General Officer’s staff or to the staff
of the Inspector-General of Fortifications, or to your
own staff, if, for instance, to-morrow the Director of
Contracts ceased to exist?—I think not.

1072. (*Sir George Clarke.*) In any case it would be a
matter of one clerk?—Very possibly we might want
one more clerk.

1073. (*Mr. Mather.*) The whole of you?—For my
own branch.

1074. But you cannot speak for the General Officer Commanding the district?—I talked yesterday to the Commanding Royal Engineer in London on the subject, and he said he did not think it would create any trouble with them. But, of course, it is a question upon which it would be advisable to get the opinion of a Commanding Royal Engineer as regards the district. At present, of course, they practically do the whole of the work. They prepare the bills of quantities, they price the bills of quantities, they send everything out to the contractors, the whole of that work is done by the district.

1075. There is one case, I think, that might arise, and I should like to ask your opinion upon it. You said, a little while ago, that in accepting tenders you naturally accepted tenders that gave you the least trouble in carrying them out?—Oh, no, I did not mean that. What I meant was that if a contractor has been constantly troublesome in three or four districts we have a feeling that we would rather have the next man if he did his work in a straightforward way.

1076. True; but would a case of this kind be provided for if you had sole control; assuming a tender to be low in amount but the man to be troublesome?—I would rather meet that by not asking him to tender.

1077. But that is just as broad as it is long. I want to put this case to you: You say that a contractor might tender who was a good contractor, whose work was good, whose work you liked, but that in the execution of the work he was somewhat dilatory, perhaps a little careless; he might take men off occasionally to do work that paid him better, and so on, and gave you trouble?—Not so much trouble in that way; the trouble I was alluding to was more trouble in settling up the contract—a man claiming a great many extras that did not exist.

1078. Would the Service get the benefit of contracts which were somewhat lower than others, providing that you or your department would give extra trouble in looking after that contractor who had put in his prices much lower than the others?—I think not. I think the contractors who give trouble are those whose contracts really cost more in the end. Supposing, for example, that a man is 100% below the next contractor, if he works up his extras, and we have a great many fights over the extras, it may end in our paying him rather more money than the next lowest tender.

1079. That is a case of general experience, no doubt?—It is not the trouble I am pointing at; it is the extra expense that is caused by contractors. We had a case not long ago with a contractor where there was a great deal of discussion. We had some deep foundations to put in which went 40 feet deep in some parts; it was very bad building ground, and we had an immense amount of discussion as regards sheeting; and there is no doubt that he got a large extra sum over and above his contract.

1080. I should like to get an answer in one line if I may: supposing that the Director of Contracts ceased to exist, and you had the power which you think you could exercise just as well, in fact perfectly, for the Service, and therefore it was in the interests of economy, could you secure contracts as advantageous for the Service at the War Office as you do now?—Certainly. There is no office that is more interested in economy than my own. We have a certain amount of money given us by Parliament, and we are doing our best every day to make it go as far as we possibly can. We have more interest in economy, I think, than even the Director of Contracts. And the General Officer Commanding the District has the same interest; he has a certain amount of money given him for certain works in his district, and if he can save on some works he will get more for others. It is a direct interest in economy.

1081. (Sir Charles Welby.) Then you do not admit that in such a case as Mr. Mather put just now, the existence of the Director of Contracts does act as a wholesome check on the natural tendency on your part to smooth your path and deal with pleasant people?—I think not. We are just as anxious for economy as the Director of Contracts; in fact, as I say, we have more interest in it.

1082. (Mr. Mather.) You ought to have?—Yes.

1083. (Sir George Clarke.) When you used the phrase, giving you trouble, you did not mean personal trouble, I take it?—No.

1084. You merely meant that people were unsatisfactory in their business relations?—Exactly. Take, for instance, the case of a man sending bad timber on to the ground; the timber is rejected, and he sends back more timber that is not up to the specification. It sometimes delays our getting our barracks finished for weeks and weeks; and we are being constantly pressed by the Quartermaster-General to get the barracks finished. Unless the contractor is a good man and sends good materials at once to the ground, naturally there is great delay; and even if he is fined afterwards, that does not compensate us for the delay.

1085. But the point is, that by giving you trouble, you mean a person who you do not think is capable of efficiently, economically, and in the best way for the public service carrying out the contract?—I would not say incapable.

1086. Not incapable, but less capable than the person whom you would recommend?—Yes, but that brings in a very large question. At present we work on a limited list of contractors, all of whom are supposed to be competent, and therefore with a limited list I think you are to a certain extent bound to accept the lowest tender; and I am a little doubtful myself whether it would not be better if we went in more for open competition. We do in some cases; and, of course, when you have open competition, you have more power of picking and choosing the man who you consider will do the work in the best way for the public service.

1087. (Mr. Beckett.) I see that General Harrison in his evidence recommends the limited list system?—You can argue it on both sides.

1088. I gather that your opinion is rather in favour of open competition?—There is no doubt that limited competition gives less trouble, because in the case of tenders there is very little question that you accept the lowest. With open competition, if a man comes in at a low rate whom you do not know, it takes time considering whether he is competent to carry out the work.

1089. (Mr. Mather.) It depends very much upon the class of work you contract for; in some cases it is very much better to have limited competition with the best firms, and in other cases it is better to go to the open market?—Just so.

1090. (Mr. Gibb.) Have you had experience of cases of open competition?—Yes, we have had experience of it.

1091. (Mr. Beckett.) In the case you referred to just now, was it on a limited list or an open list, where the contract was for 13,000l.?—It was on a limited list.

1092. So that sometimes, even in limited competition, you cannot rely upon the lowest tender?—No; if a contractor has made out the bill of quantities incorrectly his tender may go above that of the next man.

1093. (Sir George Clarke.) As a matter of fact I may take it, probably, as an invariable rule that the tender you select is accepted?—Almost invariably, because as a rule it is the lowest.

1094. It would be a most rare thing for the Director of Contracts to reject it?—Yes.

1095. (Sir Charles Welby.) I have not got it quite clear to what extent contracts up to 2,000l. made by the general officer commanding, are subject to review and criticism at headquarters either by you or by the Director of Contracts?—Not at all, if he has the money.

1096. He has an absolutely free hand in the choice of a contractor?—Oh no; at present he must go to the contractors on the list. The present arrangement is that for each station there is a list of contractors for each class of work. I think there is a list of contractors up to 5,000l., another list up to 20,000l., and another list above that amount. That list is prepared jointly by the Director of Contracts, the General Officer Commanding, and the Inspector-General of Fortifications, and then the General Officer Commanding in calling for tenders is bound to go to every name on that list.

1097. (Mr. Gibb.) He must call for tenders?—When he calls for tenders.

1098. Is he obliged to call for tenders?—Yes.

Col. C. M.
Watson,
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1099. (*Sir Charles Welby.*) And he must go to every name on the list?—Yes. It is one of the grievances with General Officers that they must go to every name on the list.

1100. And how often is the list revised?—I could not say; I think it is annually.

1101. Is your experience of contracts obtained by General Officers Commanding as a rule satisfactory?—We have not had sufficient experience yet. In my branch we have only had two instances, I think. It is only since the Decentralisation Committee sat.

1102. (*Colonel Miles.*) Must the Generals accept the lowest tender?—I do not think that point has been discussed. They have always accepted the lowest tender, and if they did not accept it, they would have to give reasons for not doing so.

1103. (*Sir Charles Welby.*) What would the machinery be if it were in full working practice? Assuming that the General Officer discovers in the course of the execution of a contract that the contractor is unsatisfactory, what is the machinery for securing that that same man should not continue on the list?—He writes to ask to have his name taken off the list, and in some cases he does not give him a tender form. There is a case in point, which I daresay Colonel Hildebrand could mention. It was rather a curious case. There was a contractor that the General did not like at all. He was on the list, and when the tenders were sent out he omitted this man's name; but when it came up to the War Office, the Director of Contracts saw that his name was omitted from the list, and got a tender from him without consulting the General, and that tender was the lowest. So that, in that case, actually a man was accepted who the General had recommended should not be asked to tender.

1104. (*Mr. Mather.*) I suppose you find many objections amongst contractors to having their names put on the Army list?—No, they are most anxious; they like to have their names on the list, even if they never get a contract. It is rather hard to understand, but we find that there are many contractors who tender over and over again at such prices that they have no chance whatever of getting a contract.

1105. (*Mr. Gibb.*) I think Mr. Mather was suggesting that they like it better if they do not get a contract?—They like having their names on the list, but, as a matter of fact, they tender at such a sum that they do not get the contract.

1106. (*Mr. Beckett.*) Are not their names removed after a time if they do not get contracts?—There has been no machinery for it up to the present time, so far as I know. I think if you look at that paper (*handing in a paper*) you would see that there is not the remotest chance of the higher tenderers getting the contract.

1107. (*Sir Charles Welby.*) Do you think it would be very desirable that the list of contractors supplied to the General should be revised at regular intervals?—Yes.

1108. But that is not systematically the case?—I believe it is systematically the case, but I cannot say positively what the dates are. Our view is that the list is rather too large.

1109. (*Chairman.*) I think Sir Charles means both with a view to taking off contractors who are not satisfactory, and with a view to removing contractors who put in so as to get on the list, but who tender at such a price as to secure their not obtaining a contract?—We are always glad to get fresh names. If any contractor can prove that he can do work, and shows what good work he has done, and has a good banker's reference, he goes on the list without question.

1110. (*Mr. Mather.*) Do you mean that there are new applicants?—Yes, many new men who want to get on the list.

1111. (*Mr. Beckett.*) I should like to be clear on one point that was raised in General Harrison's evidence. He says that in some cases the work is performed by military agency, and in others by contract work. Do you think that the work should always be performed by contract where it is possible?—I prefer it. All our barrack loan work at home is done by contract. We have had no military work at all. Abroad, of course, it is necessary. At Gibraltar we do a great deal of work by sappers, but there it is almost im-

possible to get civil labour; we have no contractors there.

1112. In fact you would rather avoid military work, if possible, and give it to contractors?—I think if it is a large work a contractor does it better and cheaper.

1113. In answer to Mr. Mather you said that you wished the Director of Contracts to be eliminated; that means that his staff would be eliminated too, I suppose?—I did not say that I wished the Director of Contracts to be eliminated. I only said that I thought we could get on rather quicker if we did the work ourselves.

1114. (*Sir Charles Welby.*) You said you had tried for a week to see what good he was?—Yes; but our work is, of course, only a small part of the Director of Contracts' work, and I only speak as regards our own work.

1115. (*Mr. Gibb.*) I want to ask you about the mode of dealing with tenders, just to test the amount of circumlocution that exists. As I understand, the Director of Contracts sends to you a list of the tenders when he receives them?—Yes.

1116. Then, taking the statement that you have handed in, I see the first minute upon it is a reference by the Director of Contracts to the Inspector-General of Fortifications?—Yes.

1117. The next is a note "C.S. for your observations"?—That is to enable the Chief Surveyor, who makes the professional examination of the bills of quantities, to make any observations.

1118. The next reference, then, is by the Inspector-General of Fortifications to the Chief Surveyor?—Yes.

1119. (*Chairman.*) That is all in the department?—Yes.

1120. (*Mr. Gibb.*) Then the next is a note addressed to the Director of Army Contracts, signed by yourself?—Yes.

1121. Saying that the bills of quantities are practically correct?—Yes. That is the simplest possible case.

1122. I just want to follow them one by one. Then the next note is "accept Everett," with a signature?—That is the Director of Contracts. That is his signature.

1123. Then, after you have dealt with it, it does not go back to the Inspector-General of Fortifications?—Yes, it comes back to us again; it is marked back to us on the outside of the paper after he has accepted it; there is no minute of that. Perhaps I had better explain it to you. You see here there is no minute on the paper.

1124. But I just want to trace what is practically done in the office and out of the office with it. You make a note addressed "D. A. C."?—Yes, Director of Army Contracts.

1125. When you have made that note on it, do you send it to the Inspector-General of Fortifications, or do you send it direct to the Director of Contracts?—Direct to the Director of Contracts.

1126. But then I see below your signature there is another signature, after "accept Everett"?—That is signed by the Director of Contracts.

1127. That is after you have returned it to him?—Yes.

1128. And in returning it to him do you send a minute concurring in the acceptance of the contractor proposed?—That is, concurring that the bills of quantities are correct.

1129. Then, after the Director of Contracts decides upon the contractor to be accepted, I see there is a minute in which he reports?—It comes back to us. You see here, though it is not shown on the paper, that we mark it to the Director of Contracts and he marks it, outside, back to us.

1130. Then after accepting it, he sends it back to you?—Yes.

1131. For what purpose?—In order to tell the General and to give him the money.

1132. For you to inform the General of the acceptance of the tender?—Yes, and to give him the money. That is an important part.

1133. Then, who communicates to the contractor the acceptance of the tender?—It is done at that stage.

1134. By whom?—By the Director of Contracts,

1135. And who arranges with the contractor for the signature of the contract and the various legal formalities that have to be gone through?—He informs the contractor that his tender is accepted.

1136. Who?—The Director of Contracts.

1137. Now, after a contract for works is made, on whom does the duty of seeing to the execution of the contract rest?—On the Commanding Royal Engineer under the General Officer Commanding.

1138. Does it, to any extent, rest with the Director of Contracts?—None, whatever; he has nothing to say to it once the contract is signed.

1139. But you told us that correspondence in regard to the execution of contracts passes through the Director of Contracts?—The bulk of the correspondence goes from the contractor direct to the Commanding Royal Engineer, but if the contractor thinks the Commanding Royal Engineer is too hard upon him, he may write a letter direct to the Director of Army Contracts complaining; then that letter is sent from the Director of Army Contracts to the Inspector-General of Fortifications, who sends it down to the station, gets a report as to whether the contractor's report is correct or whether he has any grounds for it, and then it comes back, through the same channel, to the Director of Army Contracts who answers the contractor.

1140. But that seems an unimportant correspondence if it is simply a letter of a contractor to the Director of Contracts on a matter that the General Officer Commanding has power to decide. The Director of Contracts, instead of referring it to the General, might put it in the waste-paper basket if he did not think much of it?—Yes.

1141. I understood you further to say that all correspondence with contractors passed through the Director of Contracts?—All correspondence that comes to the War Office from the Contractors; but the bulk of the correspondence with the contractors goes to the Commanding Royal Engineer in the district. I said that all the War Office correspondence comes to the Director of Army Contracts.

1142. You mean that the contractor would not write to the Inspector-General of Fortifications?—No, never; he writes to the Under-Secretary of State for War.

1143. But he would write to the General Officer Commanding?—He would write to the Commanding Royal Engineer in the district.

1144. Then do you think that the contractor should be prevented from writing to the Director of Contracts? I think it would be better, and save time, if all communications from the contractor were to go to the Commanding Royal Engineer.

1145. But, as I understand you now, it does at present go to him?—Except that the contractor, in addition to that, occasionally writes to the Director of Army Contracts.

1146. (Chairman.) That is when he cannot arrange with the Commanding Royal Engineer?—No; I believe sometimes when he has not tried to arrange.

1147. (Mr. Gibb.) In that case, would not the Director of Contracts simply pass on the letter to be dealt with by the General?—That is so. It only takes up time in the office; that was all I was thinking of; that it would save a great deal of time if a rule was made, that all letters from contractors were to go direct to the Commanding Royal Engineers. Then, if it had to be referred to London, it would come up straight to London with their remarks in place of going the round to ask for their remarks.

1148. Practically, I understand you to say that the execution of contracts and the duty in regard to seeing them executed does pass from the Director of Contracts to the Works Branch immediately on making the contract?—Absolutely.

1149. No responsibility in regard to execution is left upon the Director of Contracts?—None whatever, either for execution or for finance.

1150. Does that apply to contracts for stores for your department as well as contracts for buildings?—Yes; all contracts; the whole responsibility rests with us.

1151. Then in regard to requisitioning stores, which have to be purchased; do you fix the dates for delivery under contract?—Yes.

1152. In all cases?—Yes, in all cases so far as I know. We make everything complete before it goes to the contractor.

1153. And do you consider yourself and your department entirely responsible after the date of the making of the contract for seeing that store contracts are executed according to their terms?—Entirely.

1154. Now, as regards works under and over 2,000*l.*, are those works, after the contract is made, dealt with in exactly the same way?—Exactly in the same way; the only difference is that the General accepts in one case, and the Director of Army Contracts accepts in the other. In every other way they are identical.

1155. As regards taking out the bills of quantities, who prepares the bills of quantities for works under 2,000*l.*?—Under 2,000*l.*, they are always prepared by the surveyor attached to the Commanding Royal Engineer in the district; that is, the permanent surveyor.

1156. He being a competent Quantity Surveyor?—Yes, they are all trained surveyors.

1157. Then, as regards the contracts over 2,000*l.*, who prepares the bills of quantities?—There are two systems. Take an ordinary contract in a district, say, for 30,000*l.* One system is that the surveyor belonging to the Commanding Royal Engineer and a surveyor who is appointed by the contractors, who are being asked to tender, can jointly prepare the bills of quantities. The other system is that the War Office surveyor prepares them altogether, and then the War Office is entirely responsible for the bills of quantities; in some cases we save considerably by that system.

1158. The second or the first system?—The second system. For instance, at present we are building infantry barracks at the Curragh and Colchester and Pembroke and near London, and we are about to commence at Salisbury Plain. All those barracks will be built on identically the same plans and the same bills of quantities; therefore, if they had been taken out in the districts the plans and bills of quantities would have had to be made five times. In that case we thought we would save money by making the plans and bills of quantities in the War Office, and therefore, of course, they would be prepared by the War Office surveyor.

1159. Which system is the one most generally adopted?—Usually the joint system up to the present time.

1160. Do you find as regards quantities prepared in the districts, that there is more delay in completing the quantities after the receipt of the plans than in the case of quantities prepared at the War Office, or less?—I think about the same.

1161. Do you find that the quantities are taken out with proper expedition?—Yes, they are taken out very fairly quickly. We have one difficulty, that is, that when they are taken in the district and there is a contractor's quantity surveyor employed, it is sometimes very hard to get hold of him. The number of quantity surveyors in the country is comparatively limited.

1162. Now one question about stores supplied for the execution of contracts in districts, who settles from what depôt these stores are supplied?—They are not supplied from any depôt, they are purchased for the contract.

1163. Perhaps I did not put my question aright. What I want to know is, whether all stores for contracts are sent from Woolwich?—Oh, no, hardly any for our contracts.

1164. Then there is a distinction, is there, between the works branch and the supply branches?—Yes, they are quite distinct. Our contracts, as a rule, if there are stores which are not included within the contractors' bills of quantities, are purchased from the special contractors with whom we have running contracts.

1165. Now, as regards triennial contracts; as I understand, the triennial contracts are made by the Director of Contracts for small works and repairs in the districts?—Yes.

1166. Do you think that that system works satisfactorily?—I hardly like to speak about it, because it does not come into my own branch at all. The triennial contracts are dealt with altogether by the Deputy Inspector-General, who deals with barracks that are paid for on the annual estimates, Colonel Bagot; therefore I have not sufficient experience to be able to speak as to that.

1167. You said you thought that there should be no money limit to the stores that the general officer

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

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Watson,
C.M.G.

16 Jan. 1901.

commanding should be able to purchase?—No, I should fix the limit at 2,000*l*.

1168. You would not go beyond 2,000*l*.?—No, I would not give him power beyond.

1169. Then up to 2,000*l*., would you give the General Officer Commanding discretion to purchase locally?—By tender.

1170. Although there was a running contract?—Oh, no; if there is a running contract he should purchase under the running contract.

1171. Then you would limit his purchase?—To exceptional cases.

1172. To stores not already provided for in the running contract?—Certainly.

1173. Now, as regards buildings; is there not rather a distinction in the absence of a running contract in the case of buildings. You have got nothing in the case of buildings to correspond with the running contract for stores?—Except the contract with the triennial contractors. The General must give the triennial contractors any contract up to 400*l*., and that is executed under the triennial schedule; so that, within a limit of 400*l*., we have practically a running contract for buildings.

1174. Of course, the triennial contract would not be applied to a new building?—It might if it was under 400*l*.; he is at liberty to do that. Supposing that he had to build, say, a small cook-house, or something of that sort, or put up a temporary stable, although it might be new, yet if it was under 400*l*. he would do it under the triennial contract.

1175. Under the schedule of prices?—Yes.

1176. You suggest that all tenders should be dealt with in the Works Department and not by the Director of Contracts. I want to know whether you have considered this point, that if that system were adopted, there would be no independent officer who would see any part of the work of the works branch?—I think if it was an important contract it ought to go to the Secretary of State. I think the Admiralty principle is the best.

1177. Would you suggest that the Secretary of State should go through the contracts?—No, I would propose that we should have the same system that obtains at the Admiralty and the Office of Works. I think we are the only office where there is a non-technical branch dealing with contracts for works. Take, for instance, the Director of Works at the Admiralty; he gets all his own tenders, and then, in the case of large tenders, he submits them to the Lord of the Admiralty under whom he is acting, and I believe the Chief Engineer for Naval Loan Works does the same thing.

1178. But is there not at the Admiralty an officer corresponding to the Director of Contracts?—Yes, but he has nothing to say to works, I understand. Then the Office of Works is in the same position.

1179. You see under your system the same department would propose works, prepare plans, prepare quantities, communicate with contractors, accept the tenders, and execute the works?—No. I think that is not what I would propose. What I would propose is that the Generals in the districts should, as at present, call for tenders, that they should receive tenders in the districts under the same rules as are used for accepting stores such as provisions and forage, that up to 2,000*l*. the General should have power to accept, and that above 2,000*l*. the General should send to the Inspector-General of Fortifications a schedule of tenders stating which he proposes to accept.

1180. That is all in the same department, in the works branch?—I think it is so in the Office of Works and in the Admiralty; I think we are the only department that have a separate branch so far as I know.

1181. (Colonel Miles.) Not in the same department?—No. The General Officer Commanding can hardly be said to be in the same department.

1182. (Mr. Gibb.) I see. The General, being a military officer, cannot be said to be in the Department of the Inspector-General of Fortifications?—No.

1183. (Sir Charles Welby.) But the Commanding Royal Engineer serves two masters, does he not?—No, he serves the General.

1184. Does he not also serve the Inspector-General of Fortifications?—No, I think he is entirely under the General.

1185. (Colonel Miles.) Entirely, in theory; as to his proper position, he is entirely under the General?—Absolutely. He is in the same position to the General as the Inspector-General of Fortifications is to the Secretary of State for War.

1186. (Mr. Gibb.) Then do you suggest that the supervision of the General Officer Commanding would be an independent check on works contracts superior to that of the Director of Contracts?—No, because the general officer should send the tenders up to the War Office.

1187. But, clearly, when they reach the War Office the Director of Contracts would be an independent check?—In 99 cases out of 100 the General will have made a right proposal, and he will simply be told that his proposal is approved; but the advantage of sending to the War Office is this: Supposing we knew that the contractor whom the General recommended for acceptance was nearly bankrupt in another district, the General might have no information on that subject, and we should know that he would not be a good man to give the contract to.

1188. But at present, for whatever it is worth, you have the necessary concurrence of two entirely separate departments in letting works, namely, the Works Department and the Contract Department?—Yes.

1189. Under your proposal the whole of the matter would be placed under one department?—No, because the General is quite independent. The General is not under the Inspector-General of Fortifications. He is under the Secretary of State for War.

1190. The supervision of the General exists now as regards works under 2,000*l*.?—His supervision exists as regards all execution of works in the district; he is the officer who is held responsible.

1191. So that at present you have the Works Department with the General, plus the Contract Department under the Director of Contracts?—Yes.

1192. You would eliminate entirely the Contract Department?—Yes.

1193. And leave the Secretary of State dependent, for the independent financial examination of works contracts, on whom?—On the Inspector-General of Fortifications.

1194. And the General?—And the General, of course.

1195. (Sir Charles Welby.) Did I rightly understand you to say that under your proposals all contracts would originate with the general officers commanding—all contracts for building works of whatever size?—You may say that they do now, in one sense. What happens is this: if we take our own loan works; supposing, for instance, that there is 100,000*l*. allotted for new building at Aldershot, what we do first of all, is to write to the General and ask him to suggest which are the most important works in his district which should be gone on with. In the case of Aldershot (it is well to take a special case), when we wrote to the General he sent us up a list of really necessary works that amounted to 400,000*l*. Then, in the Loan Bill of 1899, the Secretary of State said that only 100,000*l*. was to be allotted in that loan. As soon as the 100,000*l*. had been voted by Parliament we wrote again to the General and asked him which of his services, which amounted to 400,000*l*., he considered the most essential to be gone on with. He submitted a list of services up to the extent of 100,000*l*. which was very carefully considered by the Inspector-General of Fortifications and the Quartermaster-General and was finally settled. That being so the General has no power to propose any other service except those that are included in the list.

1196. That I quite understand is the usual procedure, but may I just put the case that I had in my mind. Is it not the fact, that during this year, you have from headquarters here put out a large order for huts; a special order for huts for additional troops?—I think it would be better, if you would not mind, asking Colonel Bagot about this; the work is on the Estimates.

1197. But my point is that in that case the general officer commanding did not come in at all. They were ordered entirely from headquarters, and in that case, Mr. Gibb's argument comes in, that the whole business under the system that you advocate, would take place purely in the Works Department without any outside action of General or anybody else at all?—Yes; but that is a case such as I have never had at all. He should then call for tenders for those huts, I think.

1198. Perhaps he should have done so, but, as a matter of fact, the whole thing was not done so?—Theoretically he should have done so. But it was an exceptional case, due to stress of war, that is not likely to arise again.

1199. (*Mr. Gibb.*) Still, I understood you to say that the mere business of obtaining and accepting the tenders in the contract office does not cause any great delay?—No.

1200. (*Mr. Beckett.*) In the Committee on War Office Establishments, I see it is stated that contract works up to 2,000*l.* are to be made in districts as an experiment, and if the experiment succeeds, the limit of 2,000*l.* will be considerably increased. Do you consider that that experiment has succeeded?—It has not been tried yet; practically, none of the contracts up to 2,000*l.* have yet been finished. The experiment will not be settled for another year or so.

1201. (*Sir George Clarke.*) Mr. Gibb rather suggested to you in his questions, that if the Director of Contracts' Branch was eliminated a sort of valuable check in the interest of the public service would be taken away. I want to ask you, what knowledge and what experience the Director of Contracts brings to bear upon your work. Does he understand anything about the nature of buildings; does he inform himself as to the capacity of contractors, or is there anything he does that you can say is a *bonâ fide* independent check brought with knowledge to bear upon you?—Of course he has no technical knowledge whatever; for all technical information he always comes to us; and as regards the capacity of contractors, of course, as I said in a previous answer, he depends upon the information we give him from the completion reports on the contracts, but he makes inquiries as to the financial position of contractors.

1202. There is a complete financial check other than that of the Director of Contracts on all your expenditure?—Yes.

1203. Quite apart and distinct?—Yes; he does not check expenditure at all.

1204. Not the least. I ask you to put it perfectly distinctly; he does not check expenditure in any way?—Oh no. When he gets in the tenders he never inquires whether there is money to pay for the contract or not; that does not come within his branch.

1205. There are one or two other points that I should like to ask you about. You said that the General Officer Commanding can always order 2,000*l.* worth on the buildings, but can not do it on bricks. What is a building; is it a fence?—A fence is not a building.

1206. Therefore he could order a sergeants' mess for 2,000*l.* and could not order a fence above 50*l.*?—No, if he had made a sergeants' mess, and wanted to put a fence round it, he would have to send it up to the War Office for authority to buy the fence.

1207. At foreign stations the Director of Contracts does not exercise any control or review?—He exercises no control whatever. The General Officer accepts the contracts, but after the General has accepted the contracts he sends the schedule of the tenders with the one marked that he has accepted; and, supposing he had accepted, say, the highest tender, and given no explanation, of course he would be asked why he had done so.

1208. Of course it would be absurd to suppose that the General can be less trusted at Portsmouth than at Malta?—I never could understand it.

1209. So that it is entirely a question of time and postal communication?—I should think so.

1210. Four days in the one case and one in the other. Although the General Officer Commanding can make a contract for 2,000*l.* as you have explained, is it a fact that the Inspector-General of Fortifications, the head of a great branch of the War Office, can make contracts for stores for only 50*l.*?—Only 50*l.*, except in the case of iron stores, for which he has authority up to 100*l.* I think he mentioned that in his evidence before the War Office Contracts Committee.

1211. Then your view is, I take it, that the dealings with the contractor during the execution of his contracts should be with the General Officer Commanding, leaving, of course, to the contractor the right of appeal in case of disagreement to the Secretary of State, or

the Financial Secretary?—I think it would save a great deal of trouble.

1212. I suppose, in the course of contracts, you sometimes have to resort to arbitration; I think you said so?—Occasionally.

1213. In case of arbitration, the Director of Contracts would make all the arrangements, of course?—No, the Director of Contracts applies to us to name the arbitrator, and we, of course, do our best to get a good man. For instance, we have an arbitration down at Plymouth now, and I thought the best person to apply to in the special case was the President of the Institute of Surveyors. He took a great deal of trouble over it, and named a very good man, who is reporting now on it; and I, having got his name, sent it to the Director of Contracts to know if he agreed, and to the Finance Branch for authority to give him the necessary fee; but the finding of the arbitrator is supposed to rest with the Inspector-General of Fortifications.

1214. Then the Director of Contracts does not perform a duty which it would seem might naturally be performed by a civil official possessing no technical knowledge?—Apparently it has not been the custom for him to do so.

1215. Does the Director of Contracts often add names to your proposed list of contractors?—Sometimes.

1216. Has he any means, except what you supply him with, of arriving at any conclusions as to the respectability and capacity of contractors?—I do not think so; I do not quite know what other means he could have. Of course he gets our reports. He also inquires as to the financial capacity of contractors.

1217. Does it not come to this, that the Director of Contracts' work, as regards your branch, is purely clerical from beginning to end?—Yes, quite, not technical at all.

1218. It is purely clerical?—It is non-technical.

1219. Except, of course, that contractors, I suppose, occasionally interview him?—Yes, I believe so. I think it is rather to be regretted, because I think it is better for contractors to deal by letter so far as possible; it makes the thing more clear.

1220. Then may not this purely formal intervention of the Director of Contracts with your operations be said to interfere with the responsibility of the Inspector-General of Fortifications in regard to works?—It does, because it makes two people to a certain extent, responsible; to a certain extent it does away with the individual responsibility of the Inspector-General of Fortifications.

1221. (*Mr. Mather.*) How does any responsibility attach to the Director of Contracts?—He accepts the contract.

1222. But you say that is only clerical work?—But still he has the responsibility.

1223. What responsibility?—I presume he has the responsibility of keeping the contractor up to his work, and yet he cannot exercise it.

1224. (*Chairman.*) You have told us that it is you who keep him up to it?—Yes; at the same time the Director of Contracts is supposed to have some responsibility, but I have never been able to understand where that responsibility came in.

1225. (*Mr. Gibb.*) Supposed by whom?—It is only theory.

1226. You say he has no responsibility?—I do not quite know what his responsibility is, but the fact remains that there are two branches mixed up in the contract question.

1227. (*Mr. Mather.*) But do you now withdraw that expression that he is responsible as well as yourself?—He accepts the contract, therefore he must have some responsibility.

1228. Not if he acts as a clerk.

1229. (*Mr. Gibb.*) His responsibility may end on the acceptance?—No, he must have responsibility because he can override us as to the list of contractors.

1230. (*Chairman.*) But you told us that he agrees?—Yes.

1231. But if there is any difference of opinion he settles it in consultation with you, or there is an appeal to the Financial Secretary?—Yes, but there have been cases where there has been a difference of opinion.

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

Col. C. M.
Watson,
C.M.G.

16 Jan. 1901.

1232. Then he has been to the Financial Secretary as representing the Secretary of State?—Then the decision has been given to the Director of Army Contracts against us; and in that case that I mentioned, in the fortification, the General Officer Commanding was asked to carry out a contract given to a man of whom he disapproved.

1233. Then the responsibility would be on the Financial Secretary?—You might put it in that way; it does not rest in our department.

1234. (*Sir George Clarke.*) Does the Director of Army Contracts' Department afford you any help in any way in carrying out your duties?—No, I do not think so. I do not know on what point he helps us.

1235. Then, practically, is it not the case as we have been told, that the Director of Contracts' functions are those of a post office?—To a certain extent, yes.

1236. And it is a post office that causes delay and that multiplies correspondence, does it not?—It multiplies the number of minutes on the papers.

1237. You have told us that the Inspector-General of Fortifications, and you, as his representative, and the General Officers Commanding, have the strongest and most direct motives for securing economy in your work?—Most certainly.

1238. What is the number of your staff employed in dealing with questions of Barrack Loans?—I brought a list, as I thought I might be asked that question. In what I call the administrative staff of the Barrack Loans we have three officers and 11 clerks; perhaps I should say 12 clerks, because I am taking steps to get another.

1239. What annual expenditure do you deal with?—It comes to about 600,000*l.* a year roughly. In some years it is a little more, some years a little less. After the Barrack Loan began in 1890 it gradually went up from 173,000*l.* to 673,000*l.* Then the barrack loan, as it worked out, began to decline. Then we got the Military Works Loan, and in the last year, 1899-1900, our total authorisations were 743,000*l.*, including both loans.

1240. You employ temporary clerks, do you not?—All our clerks are temporary clerks, except the head clerk.

1241. Therefore you have the power of instant dismissal of any of them?—Yes.

1242. And you consider that a better arrangement than bringing in establishment clerks?—I find it works very well. The loan is supposed to be a temporary work, and so we were allowed to take on temporary clerks, and I find that they work very satisfactorily; and the fact that we can dismiss them at very short notice, of course, naturally helps to make them work well.

1243. (*Colonel Miles.*) You have never been Commanding Royal Engineer of a district, have you?—No, only division officer.

1244. You have served as division officer?—Yes.

1245. You know when contracts come in, both in the Quartermaster-General's branch and your branch, they are not dealt with solely by either branch, but taken to the General?—They are dealt with by a committee under clause 15 in the regulations for supply and barrack services.

1246. When the tenders are opened?—Yes.

1247. Then eventually they are taken up and signed by the General?—Absolutely. The Commanding Royal Engineer has no responsibility.

1248. And they therefore come to you as properly signed by the General?—It must be signed by the General.

The witness withdrew.

Colonel GODFREY HILDEBRAND examined.

1264. (*Sir George Clarke.*) You are Deputy Inspector-General of Fortifications in charge of the Fortification Branch?—Yes.

1265. How long have you occupied that post?—Since 1897, and as assistant in the same Branch since 1894.

1266. I believe there are one or two points of difference in your methods of dealing with works at

1249. In some cases not only are contracts dealt with by the Royal Engineer Branch, but they are referred to other branches of the staff; or it may be so?—Necessarily, I should say, in some cases.

1250. It is in no way correct to say that they would be kept in one branch as regards the district?—It would be against the regulations.

1251. (*Sir George Clarke.*) There is just one more question that I should like to ask. Do you consider that the Director of Contracts, or his functions and actions, relieve anyone else of the idea of any responsibility in any sense?—No, I think the responsibility of the Inspector-General of Fortifications remains the same.

1252. (*Colonel Miles.*) In the Royal Engineer Branch they limit the amount to which the General may accept a contract to 2,000*l.*?—Yes.

1253. Are you aware that in the Quartermaster-General's Branch the General accepts directly much larger contracts?—I am not aware of that.

1254. For meat, for instance, and forage?—Is there a limit?

1255. No, there is no limit. Then, on one other point: There has been sometimes in cases where reconstruction has been going on, considerable pressure brought by the Quartermaster-General's Branch on your branch to hurry up the buildings?—Great pressure.

1256. Do you not consider that anything in the nature of extra delay (and I think you said sometimes it might take a fortnight passing round the contract until it is finally accepted) is a substantial disadvantage?—I regard it as a very grave disadvantage; we sometimes lose some weeks of the best building weather.

1257. (*Sir Charles Welby.*) In reference to your statement just now in answer to Sir George Clarke, that the functions of the Director of Contracts are purely clerical and formal, surely you would admit that, for good or for evil, he does exercise an independent check on the choice of contractors, and thereby is an extra safeguard, whether necessary or not, against undue preference being given to any particular contractor?—Certainly; but I think that the Inspector-General has the greatest interest in getting a good contractor. There would be more chance, I think, of the Director of Army Contracts wanting to put a contractor upon us who did not carry out the works so well, than of the converse.

1258. But to that extent you are prepared to modify your statement that his functions are purely clerical and formal?—I was trying to explain that I thought he had some responsibility.

1259. (*Mr. Mather.*) But this is a very important point. What is the nature of the check that you admit in the department of the Director of Contracts?—The nature of the check is that he has to agree in the list of contractors.

1260. (*Chairman.*) Might we not put it that he exercises a steady pressure in the direction of the lowest tender?—No, because we are the most anxious to accept the lowest tender. No one is so anxious to get the work done cheap as we are. There is no question about it.

1261. (*Mr. Gibb.*) But his concurrence is necessary to the acceptance of any tender?—Yes.

1262. (*Mr. Mather.*) You seem to indicate that he is a check in the sense of a barrier and not a help?—I am really half at a loss to know in what sense he is a check. I conceive he is some check.

1263. (*Sir George Clarke.*) Can any check be exercised by any individual or any department without knowledge?—I should have thought not.

stations from those of the barrack side; could you say what your method of contracts for works and fortifications is?—A very usual contract is a measurement contract. The contractors are invited to tender at a percentage above or below a certain schedule of rates. We are never sufficiently in a position to be able to make detailed bills of Quantities for irregular fortification works beforehand, so that we can never go in for lump sum contracts.

Col. G.
Hildebrand.

Col. G.
Hildebrand.
16 Jan. 1901.

1267. Then the contract is made on items of measurement?—Yes.

1268. Movements of earth of particular kinds, for instance?—Yes. There is also another difference in that our drawings are secret ones, and they are never handed over to the contractors at all; they are kept on the works under our own control, the contractor can see these drawings as required, and is allowed to make working drawings which he may require for carrying on his work from time to time, but he is not allowed to take any drawings away off of the works.

1269. And as regards the amount of contracts you can put out, can the general officers of districts put out contracts up to 2,000*l.* without the intervention of the Director of Contracts?—Yes, that rule applies to any contract; it applies to all contracts, but our contracts are almost invariably above that sum for these Fortification Works.

1270. Then practically all your contracts go to the Director of Contracts for confirmation and approval?—He gets them all in the first instance.

1271. And he approves them?—He approves the selected tenders.

1272. Do you send up the names of firms for tendering?—In old days, when we wished to put a Fortification work to tender, we invited the General to send us a certain limited list of names of firms which he recommended; we used to consider this and suggest any additions which we thought desirable, people that were not in that district but doing similar work and were well reported on in others. Then we passed it to the Director of Contracts for him to concur; he might add one or two; eventually it came back through us and we informed the General what firms were agreed to, and then he put out the contract to tender.

1273. I suppose the Director of Contracts would not add firms now without asking your opinion upon them?—Oh dear, yes, we rarely know anything about it till after it is done, as he now sends the instruction direct to the General.

1274. Then is your opinion not asked upon tenders before the particular tender is accepted?—Yes, the tenders are delivered to the Director of Contracts.

1275. And then sent over to you?—They are sent over for professional examination. They must come to us because the selected tender which he suggests, which is practically the lowest tender, is sent over to us for any remarks upon it—whether we propose to agree or not.

1276. Of course, it is your particular wish to execute the works in the most economical way?—It is, of course, subject to its being within the time we require, and being good work.

1277. Time, of course, is a considerable element in regard to fortifications?—In some cases an immense element, because we may have guns waiting to be mounted and we must get the works ready for them.

1278. Have you ever been over-ridden in your proposal for the allocation of contracts by the Director of Contracts?—Do you mean to say in the List?

1279. Your proposal for a particular tender to be accepted?—In some cases a firm has been put into the List at the last moment, without our knowing it and without our agreeing to it; and with the General and everybody locally objecting; this firm has been the lowest tenderer. When we have found it out we have expostulated and said, "We disagree entirely with this man being employed; the General and everybody else object to him." But we have been over-ridden.

1280. (*Chairman.*) He would be a man on the List?—We do not know what the List for fortifications is; we do not keep the List; the Director of Contracts makes the List.

1281. (*Sir George Clarke.*) Have there been cases in which bad or slow work has been done owing to the employment of contractors to whom you objected?—Yes. We have not only had slow work, but we have had instances in two particular districts, in the last two years, where we have been endeavouring to stop a certain contractor from being invited to tender because the Generals had given very strong reasons, for objecting to him, and we knew ourselves from our own observation and from the papers that he had more work than he had power to do, or that he had his only reliable superintendents employed on other works.

1282. Is it not the case that it might be rather serious in the interest of the nation that works of fortification should be delayed or badly executed by people to whom you object?—Most distinctly so, it might lead even to serious loss of life. If any bad work is put in in connexion, for instance, with the mounting of guns, it might lead to loss of life and enormous loss of money in connexion with the gun mountings which might be destroyed.

1283. May I take it that you are not satisfied with the working of the present system?—I am absolutely dissatisfied.

1284. Do you agree with Colonel Watson in thinking that the elimination of the Director of Contracts' intervention in works contracts in your branch would be a benefit to the Service, that is to say, if you had just as free a hand as is given to the Director of Works at the Admiralty?—I do not know exactly what that is, but so far as the interest of the work is concerned, the intervention of the Director of Contracts is entirely for the bad, in my opinion. He practically is a sort of advocate for bad contractors; that is our experience. He is in the position of an advocate with *ex parte* evidence which he can take at any time, and anyhow, we know nothing whatever about it, the cases may be settled and decided upon evidence and things that are not within our knowledge.

1285. Do you complain, as Colonel Watson does, of the great amount of superfluous correspondence arising with the Contract Department?—The whole of it, in my opinion, could be done away with, if the contract arrangements are kept in the branch which is to carry out the work.

1286. And there is a great deal of that correspondence?—Immense.

1287. Which requires a great deal of your personal time?—Yes. I should mention that, in addition to fortification services the contracts for all special iron work go through me. In the case also of the letting of a certain amount of land, if it is over 100*l.*, although the General may be acting on the advice of his professional land agent and makes his recommendations to us (and we are supplied with a very excellent and highly qualified land agent also), before anything can be done, I have to refer it to the Director of Contracts for his concurrence. If there is a letting, which has been accepted, of a very small amount, should we at any time require to take an acre away, or even half or a quarter of an acre, and alter the letting, I am obliged to refer the question to the Director of Contracts to concur in the amount to be reduced from the lessee. That alone causes no end of useless correspondence. I cannot recall an instance of his having made any remark upon these cases. He generally concurs in all respects, I quite agree, but it is most unnecessary correspondence.

1288. Can you suggest any advantage to the public—either from the point of view of efficiency, economy, or speed—that arises out of the present system?—I conclude—of course it is matter of history—that the Director of Contracts is supposed to be established for the purpose of preventing corruption and undue partiality; but I should imagine the more people who are concerned in a contract, the more chance there would be of corruption and of your not finding the person who was guilty. There is just this one thing that he does which we should have to do, and that is to obtain an opinion as to the financial soundness of a firm. He cannot tell us as to professional soundness, because he is not a professional man, and has no one in his office who can advise him.

1289. Does he make inquiries into the professional soundness of contracting firms?—I could not say, but in the case of ironwork and electrical work particularly, he refers the matter to us. We then send down and have the firm's works inspected and their kind of work examined into, and inform the Director of Contracts of the result of the inquiry.

1290. Has there ever seemed to be any tenderness towards special contractors?—Yes, certainly. For the last two years there is one certain firm whom we have every reason to be most dissatisfied with, both as regards bad work and delays in work, and from being a sort of sea lawyer. The firm's main object appears to be to get contracts at low prices, and then work the regulations so as to find the weak points in them and make their money up afterwards. They have been objected to over and over again in the course of the last two

Col. G.
Hildebrand.
16 Jan. 1901.

years by two Generals of districts, one of whom at last took the step of leaving them out of the lists of firms to tender, without the consent of the Director of Contracts.

1291. In that case, I suppose you would officially point out to the Director of Contracts that this man is not, in your opinion, a satisfactory person to give a tender to?—Yes. The present rule, under which Fortification tenders are called for, was established recently by the Director of Contracts. It was introduced without reference to us. I knew nothing about it. This arrangement is that certain lists of contractors for barrack work which have been approved, have now been made applicable to special fortification works. An instruction was issued by the Director of Contracts directly to the General, and not through us, that all these firms were to be invited to tender in every case. These lists were prepared without any reference to the necessity for special men being required for special work, so much so that we ascertained the existence of these long lists to be always used for fortification services by having protests from General Officers to reduce the number of tenders they had to send out, as they said most of these firms were not capable of carrying out this kind of work at all.

1292. Have there been any symptoms of a leakage of prices of tenders to contractors?—I should hardly like to say that; no, I do not see how it could possibly be so if the rules are carried out.

1293. Then, summing up your evidence, you say that the present system does not tend to economy, does not tend to efficiency of work, does not tend to speed of execution, and might in certain cases be dangerous to the safety of the Empire?—Distinctly.

1294. (*Chairman.*) You have expressed yourself rather emphatically in favour of the elimination of the Director of Contracts and of his department, and you have described the intervention of the Director of Contracts as having a bad tendency. We have just had Colonel Watson before us, and I think the general impression left upon our minds by Colonel Watson was that the Director of Contracts and his office were mere surplusage, and only exercised a bad influence in so far that letters had practically to go through three departments instead of two departments. You do not apparently consider the Director of Contracts and his department to be mere surplusage, but you give it as your opinion that the department actually produces bad results: No. 1, by advocating bad contractors; No. 2, by over-riding your department in the allocation of contracts; and No. 3 (which is a smaller question), as regards the letting of land. Now, to deal with the alleged advocacy of bad contractors, will you explain how the Director of Contracts and his department advocate bad contractors?—When a general officer writes to us and expresses his opinion, giving us details or referring to certain cases which have occurred under his own supervision, that a certain contractor should not be called upon to tender for any fortification work in his district and that he proposes to leave him out in his list; and when we in considering this know from our own inspections and other things and from collateral sources that this view is a correct one, as we have the same difficulties in other districts and similar complaints, then when this is sent to the Director of Contracts and he adheres to this contractor and keeps him on the List, and eventually this objectionable contractor gets the work, I consider that is a complete case of over-riding us.

1295. That is a complete case of advocacy of bad contractors?—Distinctly.

1296. But in such a case, if the General desired to remove the contractor from the List and you support the General, and the Director of Contracts still persists in requiring you to keep him on the List, cannot your department always appeal to the Secretary of State, who probably in the first instance would act through the Financial Secretary to decide between you?—We cannot succeed at once in getting to the Secretary of State. I could quote an instance. The case of a particular contractor. It was not only the first representation that had been made, but it was one of a sequence.

1297. But you can get to the Financial Secretary?—But the Financial Secretary may give a decision on evidence and on information that we have never even seen. We might perhaps get to the Secretary of State in six months, but our works would all be standing.

1298. But my point is, it is not the Director of Army Contracts who by himself and of his own authority can insist upon a contractor whom you and the General have denounced as unsatisfactory being kept on the List. You are a department of at any rate equal authority with the Director of Contracts, and you can always appeal to the Secretary of State, who may delegate his power in such matters to the Financial Secretary. There is always an appeal available?—Yes; if the Director of Contracts does over-ride us, no doubt he may obtain the approval of the Financial Secretary, but we may not know the grounds upon which that decision is given. There may be references to letters and personal interviews with contractors, of the details of which we know nothing and the General knows nothing.

1299. But you can appeal from the Financial Secretary to the highest court and put your case before the Secretary of State?—I can give you a particular instance where it took more than six months to get to the Secretary of State, who, just a week before he left office, I am glad to say, supported our views. This was the case of a contractor about whom the General gave definite reasons why he should not be put on the List; he did not issue a tender form to this man, and consequently he did not allow his firm to see the drawings, &c., the only things which could guide him as to the work to be carried out. These are secret, and are shown only in the Royal Engineer Office. This particular firm put in a tender in the Director of Contracts' box here and got the contract.

1300. But there was a decision ultimately?—The case eventually reached the Secretary of State; fortunately at the last moment it was referred by the Parliamentary Secretary to us, or else it would have gone to him on an issue other than that upon which the General wanted a decision, I may say.

1301. (*Sir Charles Welby.*) Then it was not a direct appeal from the Inspector-General of Fortifications to the Secretary of State against the decision of the Financial Secretary?—Yes, it was put definitely to be brought to the notice of the Secretary of State; we had to do it through the recognised authority.

1302. But the Inspector-General of Fortifications, you will admit, can appeal to the Secretary of State against a decision of the Financial Secretary without necessarily going through him and incurring the risk of getting stopped on the way. He has that constitutional right. He is on a level with the Financial Secretary, is he not?—I should not like to speak as to that.

(*The Secretary.*) That is laid down in the office procedure; there is no doubt about it.

1303. (*Chairman.*) But my point is, when you said that the Director of Contracts Department advocates bad contractors, that the Inspector-General of Fortifications, if he is dissatisfied, always has a Court of Appeal to go to, and that even if the Director of Contracts Branch was entirely suppressed to-morrow, and there was a difference of opinion between your department and a contractor,—if you wanted to remove a contractor from the List and the contractor wanted to remain on—there would still have to be an appeal to somebody—to the Secretary of State at the present?—I do not deny, and I do not wish to deny, that there is the power; I say that after the course of some six months we succeeded in getting the case before the Secretary of State. But you must consider that there are three different branches of the Department of the Inspector-General of Fortifications; there is the Barrack Loan Branch, which Colonel Watson administers; the Fortifications Branch; and the other. When complaints are made against one man as to fortifications, the Director of Contracts may find out that this man has done most excellent work on a hut in another district, and sets the one against the other; and unless we are to have every paper passed through all the branches, we cannot focus the thing.

1304. Again, when you say that the Director of Contracts is the advocate of bad contractors, that after all is only a matter of opinion. You say a man is a bad contractor; the Director of Contracts may maintain that he is a good contractor, and there is a final Court of Appeal which settles between you. The ultimate responsibility for keeping that man on the List, if you choose to protest, does not rest with the Director of Contracts?—I did not see that I was called upon to consider that question at all; you asked me for my opinion, and I gave it.

1305. Yes, but I want to make quite sure that you thoroughly realise what the system is and what are the remedies open to your department before you give your mature opinion?—I give you my opinion, and I say that it is based on facts, on representations from people who are professional people and have had to do with contractors. I have had a great deal to do with fortification contractors in my lifetime, and I should know more about them than people who have not had such experience.

1306. Your second criticism on the Director of Contracts was that he over-ruled you in the allocation of contracts; that is to say, if tenders come in to the Director of Contracts for a certain work, those tenders would be referred to you with the Director of Contracts' recommendation, probably in favour of the lowest tender, and if you saw reason for not accepting it, there would be a discussion between your department and the Director of Contracts?—Distinctly.

1307. Again, in that case, supposing that you could not come to an agreement—supposing the Director of Contracts held his view very strongly, and you held your view very strongly—the Director of Contracts of his own authority could not himself over-ride you; there again there would be an appeal to a higher court?—But he refers the matter to the higher court, and we get the decision of it; we do not always have the same opportunity of putting our case before the higher court. As I started by saying, he happens to be an advocate in the position of having his evidence all to himself there, the other side not having a look in. You cannot have all these arguments on every paper. If we were to be fighting all these cases, we should never get work started at all.

1308. But the Inspector-General of Fortifications could go and ask for an interview with the Secretary of State, or the Financial Secretary, and could represent his views just as well as the Director of Contracts?—That would mean our first getting a whole large case together about once a week, and it would, probably, mean delaying the work for months.

1309. Do you mean to, really and with mature consideration, say that the Director of Contracts disagrees with you so frequently that in practice he over-rides you once a week?—I am only speaking purely from memory, but I should say we have been over-riden a dozen times in the case of this particular firm in the last two years, and this firm is still a contractor for fortification works.

1310. But the questions would surely not amount to anything like one per week?—It entirely depends; sometimes we have contracts coming on for weeks in succession.

1311. Is the principal reason of the disagreement, which appears to arise between you and the Director of Contracts, because the Director of Contracts generally insists upon or throws all his weight on the side of the lowest tender?—I will not go so far as to say that.

1312. Now, as regards the letting of land, you complained that you had to refer constantly to the Director of Contracts with regard to letting small pieces of land; but at the same time you added that he almost invariably, or invariably I think you said, concurred in your recommendation?—Invariably, I think.

1313. Therefore, as regards that, you cannot say that there is any mischievous intervention?—No.

1314. It is simply that the reference to him may be a matter of surplusage?—It is absolute surplusage; he cannot have an opinion one way or the other.

1315. Or it might be that the Director of Contracts exercises a kind of control, but that the land is always let so well that he always concurs in the recommendation?—The letting is always based on the recommendations of land agents and others, and is, as a rule, put to open tender, and if we see no reason to object it seems an unnecessary reference to him; but it goes to him as being a contract, or an alteration of a contract.

1316. Now, as regards the lists of contractors to whom you apply; how are those lists made?—I could not say; we know nothing about them. I did not even know of their existence until I found the Generals had them; it is done outside our branch.

1317. The General Officer Commanding has the list?—He has the lists, which are arranged by the Director of Contracts with him, I suppose.

1318. In communication and consultation, you think?—Possibly.

1319. (*Mr. Gibb.*) You think, as regards these lists, that you ought to have known of their existence?—I think we certainly should have had some hand in deciding upon them before they are made applicable to fortification services. For instance, I should not have been guilty of anything so ridiculous as to suggest 40 or 50 contractors for carrying out special fortification works in a district, when we know that there are only ten or a dozen to whom it would be advisable to apply.

1320. You have spoken of branches within the Inspector-General of Fortifications' Department, do you know whether the Inspector-General of Fortifications knew about these lists?—They would not come to him in any case.

1321. You do not know one way or the other?—He would not have known.

1322. Do you know that he did not know of them?—I absolutely know that he could not have known; they must have come in through an Executive Branch, and if for fortification services they would come to me, which they did not.

1323. I mean that a good deal of your evidence rather points to defective organisation apart from the question of the intervention of the Director of Contracts. Do you suggest that there is any obstacle which ought to be removed in the way of your reaching the Secretary of State on an appeal upon any question upon which you wish to appeal?—The great difficulty, of course, is in getting cases sufficiently together to bring them before the Secretary of State; it is such an enormous business.

1324. Is it not a good deal a matter of skilful administration. If you found by experience that you were constantly over-riden by the Director of Contracts, and in your judgment, improperly over-riden, could not you raise the general question of policy, by an appeal to the Secretary of State, without necessarily having a separate appeal in every individual case?—Well, to get the Secretary of State's decision on a particular case is always the simpler way of dealing with the thing, and that means a decision to guide other cases.

1325. But you have given us the impression that, somehow or other, you could not reach the Secretary of State?—I said we succeeded in reaching the Secretary of State after about six months.

1326. You could not reach him sufficiently promptly?—No, absolutely not.

1327. Was that in the particular case that you were referring to?—I was referring to the particular case, which we thought sufficiently important to get a definite decision upon.

1328. Can you tell us what steps you took in that case; what was your first step?—It is rather a difficult matter, without seeing the papers, which are very voluminous —

1329. If you would like to refer to the papers before giving us the explanation, I do not suppose there will be any objection?—Where you have a case of a contractor who is dealing with three branches in a great number of districts, he may be a perfectly competent man and may have excellent foremen, and may, therefore, get on perfectly well in one district, or he may do one kind of work in one district satisfactorily, and in the other not, and when a General objects to his employment entirely in any form in his district, that may mean practically objections on the part of the General coming upon papers connected with three different branches of the Inspector-General of Fortifications' Office. The difficulty is to get these papers all together and sufficiently focussed to get a decision. It is very difficult to keep it separate on one particular line in one particular branch; that is why it is such a cumbrous business to get it ready for reference.

1330. I was not dealing with the question whether the Director of Contracts was right or wrong, but simply the question of the steps you take in order to obtain a decision from the Secretary of State?—I think, in this particular case, when the matter first arose, one branch of the subject was whether the man should be struck off the War Office List of Contractors. This went to the Secretary of State, and he decided that he should not be.

Col. G.
Hildebrand.
16 Jan. 1901.

Col. G.
Hildebrand.
16 Jan. 1901.

1331. You raised the objection?—No, I do not say I did; I do not think it was done in my branch.

1332. (*Chairman.*) It was done under the Inspector-General of Fortifications?—Yes.

1333. (*Mr. Gibb.*) Have you any case, the particulars of which you are personally acquainted with?—Yes, but it is mixed up with the other; that is why, I say, it is so difficult to separate my own case.

1334. Now just take your own case, and tell us in your own case what steps you did take?—This case was finally represented through the Inspector-General himself to the Financial Secretary or the Director of Contracts; I could not say which without the papers. It was first on the General's expostulation that we desired that this man should not be invited to tender. My own particular recommendation to the Director of Contracts had been—it was not only made on the paper, but I had sent over an officer particularly to explain my views to him—that it would be most desirable, owing to this friction going on, and the desirability of not delaying or risking the satisfactory completion of urgent and important works, and in view of the General's expostulation, that he should give way, and not allow this contractor to have further fortification work in the particular sub-district until he had finished some such work to their satisfaction.

1335. You sent this personally yourself?—Yes, and on the paper to the Director of Contracts.

1336. It was not from you to the Inspector-General of Fortifications?—No.

1337. But from you direct to the Director of Contracts?—Yes. The upshot of this was that he did not agree to my recommendation.

1338. Did he reply to your minute?—I could not say, because these papers probably got merged in the larger question of objecting to the man in the district at all.

1339. One question more. Do you think the Director of Contracts attaches too much importance to price, and too little importance to other considerations?—I would not say that. I do not think I have said that.

1340. At all events, you suggest that he gives work to bad contractors?—I suggest that he insists upon contractors being invited to tender who distinctly, from a professional point of view, are unfit to be employed on certain special works.

1341. That is to say, you think he gives tenders to bad contractors?—He allows tenders to be invited from bad contractors.

1342. And when they come in he accepts them from bad contractors?—Yes.

1343. Do you suggest any other motive for doing so than a desire for economy?—I have no desire to impute other motives.

1344. At all events, you disagree with the policy which he adopts, rightly or wrongly?—I do not say that. I am only guided by individual cases in which we have been over-ruled. I would not say that there is any special policy.

1345. I mean the policy which leads him to accept tenders from contractors that you think incompetent?—I do not know what his policy is.

1346. You see the results of his policy in his acceptance of contractors whom you think bad?—That is a result, most distinctly.

1347. Then, really, is not your evidence more an objection to the individual views of the Director of Contracts than to the system under which the Director of Contracts deals with tenders and contracts?—I think the system is bad because it is a three-cornered system instead of being a direct system.

1348. But if the Director of Contracts individually took the same view as you do about contractors, would you then have any objection to the system?—It would be no advantage to anybody. It is not now; we can do the thing without the Director of Contracts. I mean to say that we should still have the objection that it causes unnecessary references.

1349. Even although the Director of Contracts always did exactly as you thought he should do?—I frankly said as much in connexion with the land. I said he did not raise any objections; but I regarded them as unnecessary references.

1350. (*Chairman.*) Is it, in your opinion, surplusage?—Yes.

1351. (*Mr. Mather.*) I presume your work is of a highly technical and scientific character—the construction of fortifications?—Yes, different from the ordinary.

1352. And different, for instance, from the erecting of barracks?—I have a good deal of that class of work too.

1353. But some of the contractors that you employ are employed almost exclusively on fortification work?—And on Army and Navy store buildings and things of that sort; I erect them too; so I have both classes of work.

1354. What classes?—Store buildings for the Army and Naval Ordnance Departments, and that class of structures.

1355. But you have fortification work at least?—The proportion may be said, roughly, to be two-thirds the erection of fortification works, and one-third the erection of ordinary building works.

1356. Anyhow, one part of your work requires to be constructed with extreme care in a very perfect manner, and to be of great durability?—It must be absolutely sound and really good work, as it is very solid, and bad work is readily hidden and cannot be subsequently detected.

1357. Therefore, in your choice of a contractor, a matter of the first importance is securing first class work for fortification purposes?—Yes.

1358. And you would invariably yourself, if you had a free choice, select three or four eminent contractors to do your work?—We should have a limited number, I should say ten or a dozen at the most, in any district. In Scotland probably we should have fewer, because, as a rule, we should not invite people from the far south to do it.

1359. When your wish or advice is over-ruled by the Director of Contracts on some rare occasions—for I take it it has not frequently happened, but you have given us two or three cases where your advice as to contracting with a certain firm has been over-ruled and he has given the contract to a firm of whom you did not approve—in such a case it cannot have been given from superior knowledge of the Director of Contracts concerning building construction; it must have been done from some ground of economy only; we must assume that it was done only on some ground of economy?—Yes.

1360. Your contention is, that in this very important work, two-thirds of your work being of the highest importance, it is absolutely essential in the public interest, that the final decision in accepting tenders should rest with those who have to carry out the work?—Yes.

1361. And you are responsible to the country for the work being well done?—Yes, unquestionably, [and general officers have made no secret, that they cannot hold themselves responsible to us for the work when their strong opinion is over-ruled as to contractors.]

1362. Is it of the slightest value to you that any kind of appeal or process of appeal exists within the War Office, by which you can approach the Secretary of State, in order to prevent contractors being employed whose works are not satisfactory? is that any consolation to you or any value?—When things are going really badly, if it is absolutely serious, we have to press an appeal. I do not think it is generally of much practical value; we are so hampered with work and other things, and with the delays caused by any such reference, that we practically have not any choice but to do the best we can under the decision of the Contract Branch, independently of the final result of an appeal.

1363. You think that when there is a good department of engineering constructed for the purpose, it is sufficient security to the country that the money is properly spent, within the judgment of the Inspector-General of Fortifications and his staff?—I should say the proof of that is that a great part of our work is in Malta, Gibraltar, and other places abroad, where the Director of Contracts has nothing to do with the contractors.

1364. Therefore, the intervention of the Director of Contracts' Department, such as now exists, is in your opinion only an obstacle to progress, and does not in any way ensure the country any better work than if you did it yourselves?—Unquestionably so. I may say I have not only had experience of this business here, but I was nearly five years, 1887–91, in precisely the same

position in India, when I carried out the special defence works all over India, which were constructed from a loan of some five millions sterling. We employed in Bombay, Aden, and other places some of the large English and native firms on contracts, and the whole of that was administered by myself. It is only when I come to the War Office that I find my opinion is not considered sufficiently reliable in reference to the contractors to be invited to tender for fortification works.

1365. And as regards giving out work to contractors of whom you do not approve or the General Officer Commanding does not approve, the opinion of the Director of Contracts can have no weight with you, seeing that if he came down to the spot and saw two buildings constructed by two different persons, it would be difficult for him to say whether one was good and the other bad, he not having the technical knowledge?—Quite so. I can quote an instance quite within recent experience. We were requiring some steel gun huts of special construction, which had to be made in a special way, and there were, in our knowledge, only certain firms that had the special tools or the skilled workmen for carrying them out. We passed the list of firms to the Director of Contracts with the specifications, and asked him to obtain tenders from the firms whom we quoted; without any further reference to us additional firms were added to those we had suggested, and who were not in the least capable of carrying out the work at all.

1366. I take it, that instead of having the right of appeal against something you do not approve of, you think prevention far better than cure; that having a straightforward system by which you can carry out your own wishes would be better than going to a department not having technical knowledge of the subject?—I say absolutely that being overloaded with work of very varied and of the most responsible character, all these sort of references would really break one's back, so that one cannot take full advantage of the right of appeal. To worry every case through and push things would take up too much time and labour.

1367. (*Sir George Clarke*.) I want it to be quite clear, there is not the slightest wish on the part of your department to limit competition?—Not in the least. That is with certain qualifications. We object to a very large number of firms being invited for fortification works that are of a secret and special character; we like those to be kept within strict limits; but at the same time we wish to have a thorough competition as regards prices and that kind of thing.

1368. And you do not in the least object to take the lowest tender because it is the lowest tender?—We invariably advise the lowest tender if the firm is, in our opinion, competent; and if the lists have been agreed to by us, we should invariably take the lowest tender.

1369. Has the Director of Contracts any means of ascertaining the merits or efficiency or capacity of contractors other than he gathers from the contractors, seeing them and talking to them?—I do not know; I could not say.

1370. Colonel Watson told us that he thought these frequent interviews between the Director of Contracts and contractors, on the whole, were not desirable; you think so?—I think they are most undesirable.

The witness withdrew.

Lieut.-Gen. Sir CHARLES MANSFIELD CLARKE, Bart., G.C.B., is called in and examined.

1380. (*Chairman*.) You have been Quartermaster-General, I believe, since September 1899?—Yes.

1381. And before that?—I was Deputy Adjutant-General and Assistant Adjutant-General.

1382. And at one time you were Commander of the Army in Madras, I believe?—I was the last Commander-in-Chief in Madras.

1383. The Quartermaster-General, the Committee understand, is responsible for six Departments—the Barracks, the Transport, the Supplies, the Remounts, and for the Army Pay Department?—And for the Army Service Corps.

1384. We are now inquiring into the system of contracts, and as regards the various duties in the Quartermaster-General's Department, as detailed on

1371. How would it be possible for officers in the position of the Inspector-General of Fortifications to be always going personally to the Secretary of State on points of difference; would it not be quite impossible to insist on personal interviews with the Secretary of State to settle these things; it is out of the question, is it not?—I speak from bare recollection, but I have an idea that the Inspector-General of Fortifications did go to the Secretary of State in connexion with the firm I was referring to; but it would not do to be constantly going.

1372. It would be impossible as a general practice?—I should think so, the Secretary of State is not always to be got at.

1373. The Inspector-General of Fortifications is technically responsible for building all fortification works?—Yes.

1374. Can his responsibility be relieved if he is not allowed to choose his agents to carry out those works, and if he objects to some of the agents actually employed?—I say distinctly not, and the General Officers whom he holds responsible say the same thing.

1375. (*Sir Charles Welby*.) I have only two questions to ask you. Is there, as a matter of fact, any case in which the Inspector-General of Fortifications has thought it necessary to appeal to the Secretary of State against a decision of the Director of Contracts, in which it has been impossible for the Inspector-General to get a decision, or in which he has only been able to get a decision after very great delay?—I could not speak for the Inspector-General of Fortifications.

1376. But so far as your knowledge is concerned of his branch?—I think you will agree, from your own experience, that before the Secretary of State can look into a question, he must have the whole thing out and dried before him; and when you have a large case, which may involve a number of different people and different references, it takes a considerable time to get all those together and sufficiently crystallised to be able to put it before him. It is such an enormous and ponderous business that it practically makes it impossible to refer these questions rapidly. I may be quite wrong, but I always imagined that the Financial Secretary's decision on a matter of that sort is almost to be considered as final, except where policy comes in.

1377. But still you are aware that in the constitution of the office the Inspector-General of Fortifications is equal to the Financial Secretary, and in no way his subordinate?—I have understood that the Financial Secretary has the final decision as regards details. Therefore, in a matter of detail, so far as we are concerned, he settles it.

1378. The other question is only one of detail. I suppose you would agree that, so far as you are handicapped by the system under which you have to perpetually deal with the Director of Contracts, that difficulty is aggravated by the fact that you and the Director of Contracts are nearly a mile apart, sitting in offices in entirely different buildings?—Unquestionably it leads to delays.

1379. And those delays would not necessarily be so great if you were both under one roof?—That depends.

page 64 of the War Office list, you would work with the Director of Contracts in respect of all supplies except horses and remounts?—Yes.

1385. And in respect of transport?—No. 1 Department has no connexion with the Director of Contracts—the sub-division 1, barracks—because we get all our barrack stores from the Director-General of Ordnance. As to No. 2, the transports are arranged for by the Admiralty.

1386. That is, sea transports?—Yes, sea transports; and to a certain extent, during this war, for horses by the Inspector-General of Remounts. (3.) Supplies—has obtained all its supplies through the Director of Contracts. (4.) The Remounts have made their own arrangements for horses; it has not been done through the Director of Contracts.

Col. G
Hildebrand.

16 Jan. 1901.

Lieut.-Gen.
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1387. That is a self-contained branch, is it?—Yes. (5), of course, is not concerned with the Director of Contracts, that is, the Pay Department, and (6) hardly at all, I think.

1388. Then it comes to this, does it not, that you are in contact with the Director of Contracts as regards supplies?—Almost solely on the question of supplies.

1389. And in connexion, to a certain extent, with transport within the country—land transport?—Yes, within the country, where it is necessary to hire.

1390. As regards the inspection of goods and supplies delivered, do you rely on the Army Service Corps? They are, in fact, are they not, your agents for inspection?—Yes.

1391. Their duties in relation to you, as far as this work of inspection is concerned, are given on page 43 of the recent Report on Contracts, that of 1900. Perhaps the Secretary might read the evidence you gave?—Perhaps, the quickest way would be for me to look at it; it will save the Secretary reading it.

1392. Will you refer to page 43 of the Report of the Select Committee on War Office Contracts; look at Questions 757 to 764. Will you glance at that evidence, and say whether you have anything further to add to it?—No; I think I have nothing specially to add to it.

1393. That is to say, as regards the Army Service Corps?—I do not think the question of coal was mentioned in that evidence. The contracts for all local supplies are in the hands of the General Officers Commanding districts, with the exception of coal contracts, which are administered here.

1394. Coal contracts are centralised?—Coal contracts are centralised.

1395. Who does the coal contracts?—The Director of Contracts.

1396. With regard to local contracts, I understand each are made locally by the Generals commanding districts, subject to the general supervision of the Director of Contracts?—Quite so.

1397. "Subject to the supervision," means that they are reported to him after they are made, does it not?—Yes.

1398. And that any observations he may have to make would be for guidance in making future contracts?—Yes.

1399. He could not rescind any contract into which they had entered?—I am not sure I should go as far as that. If he thought it necessary to rescind a contract, I suppose he would report to me, and the question would have to go before the Secretary of State; but I have not had an instance of it.

1400. Such a case would hardly arise?—It might occur.

1401. It could occur in theory, but has it arisen in your experience?—It has not arisen in my experience.

1402. The Director of Contracts, if necessary, would make observations upon the contracts, pointing out that they had departed from the regulations in some particular or other?—Yes, it would be his duty to bring it up.

1403. With regard to these contracts, there is no limit of money, is there. I mean the General commanding a district can make a contract for supplies to the district to any extent that is necessary. He is not limited, is he, to a sum of 2,000*l.*, or anything of the kind?—No, he is practically limited by the number of troops in his district; he has to make provision for supplying them with meat, or what not—that is his practical limit.

1404. No question therefore arises if the contract for meat exceeds a certain amount?—All the supply contracts are managed locally, with the exception of coal.

1405. In making these contracts, would the General call for tenders from a certain list of contractors in the district?—No, he would make public advertisement.

1406. Is it done by public competition, not restricted to any list of contractors?—I think it is not so restricted. I have always seen the advertisements made public in the newspapers, as far as I know. The General Officer Commanding would be restricted in this way: I take it that of course he would be furnished, if there were any men who were likely to contract in

his neighbourhood, with a list of those who had been struck off the list of tenderers, such as men who have misbehaved; he would be made acquainted with the names of those people, of course.

1407. That is, if they had misbehaved in any other district outside his cognisance?—Yes; but I am not absolutely certain about it. There is a list of contractors who have failed to execute contracts satisfactorily.

1408. A black list?—A black list.

1409. With regard to these supplies, he is not bound to call for tenders from a restricted list of firms, is he?—Not that I know of. I have always seen the advertisements in the newspapers: "Tenders are required for the supply of" so and so; whatever it may be.

1410. Would that be the same in all districts?—Oh, yes.

1411. In determining which tender would be accepted, would he be guided by any general schedule or recommendations as to price which had been issued to him by the Director of Contracts?—If I was commanding a district, I should rely, to a large extent, on the advice of my Staff Officer for supplies and my own common sense.

1412. But would there be in the district office any guiding schedule of prices received from the Director of Contracts, stating that so much should be given for meat, and so on?—I think not. I am not certain. It is fair and open competition.

1413. And it is entirely left to the General commanding the district, is it, to accept whatever tender seems best to him?—I think so, subject to the general principle that the lowest tender, under ordinary circumstances, should be accepted.

1414. Do you mean by under ordinary circumstances, that the element of time also enters into consideration, that he would give a higher price for an article which was wanted in a hurry?—Yes. Of course, in a district you get to know about the men who have contracted in past years, and you might say, "Smith is a very reliable contractor, has always done his work well." On the other hand you might get a man who tendered a fraction lower, who had not given satisfaction before. I think a Commander of a district would have to take all those things into consideration.

1415. And if you gave it to a man whose price was a fraction higher because he was a more satisfactory and punctual man, might you be called upon to justify that to the Director of Contracts?—Yes; I constantly have had to do it personally with the Government of India.

1416. We are dealing now with the United Kingdom, what do you say as to that?—The same general principle would apply.

1417. As regards the contracts for supplies, the only function which the Director of Contracts performs is the function of a reviewer?—That is so.

1418. That he exercises thereby a sort of control—he is a kind of check, is he not?—Hardly control, I should say, rather, supervision.

1419. Do you think that kind of supervision is useful and desirable in the interests of economy and uniformity?—I think so, on the whole.

1420. As regards contracts for land transport, when you have to move trucks or stores about by hired agency, would the General in command of the district make his own arrangements?—Yes.

1421. Or, if it was a case of transport from one district to another, I suppose the Quartermaster-General would make his arrangements?—From my own personal knowledge, the year before last (when I was in command on Salisbury Plain), if I wanted any transport other than the Government transport which I had, I made my own arrangements.

1422. (Sir Charles Welby.) For the manoeuvres?—It was hardly manoeuvres, it was transport which was required in addition to the Government transport we had at our disposal.

1423. For a special and temporary purpose?—Yes.

1424. (Chairman.) In regard to the contracts for land transport of that kind, are they communicated to the Director of Contracts before they are entered into, or simply reviewed by him?—I do not think they are

communicated to the Director of Contracts before they are entered into, as far as I know; they are very small.

1425. But the principle would be the same, would it not, as with regard to other contracts?—The principle would be the same, I should say; but I am not speaking with absolute knowledge about it.

1426. Then, so far as the Quartermaster-General is concerned, his department would have no complaint to make of the Director of Contracts as being an unnecessary cause of delay and obstacle?—No. Of course the supply branch during the last 16 months has been tried very highly—more so than it ever has been before—and not a single case of delay in the provision of supplies has been brought to my notice; so that I can only say, as far as my supply sub-branch is concerned, the relations with the Director of Contracts have been satisfactory.

1427. And do you regard the Director of Contracts as a force making for economy as a whole?—Suppose a Quartermaster-General was told to make his own contracts for supplies, he would be obliged to have a contract staff for that purpose. He does not possess the staff, as the matter stands now, but he goes to the Director of Contracts, and if the system was altered, it would be necessary to supply the Quartermaster-General, the Inspector-General of Fortifications, and the Director-General of Ordnance with a separate contract staff.

1428. That is to say, it would be a breaking up of one branch into three?—It would be a breaking up of one branch into three.

1429. And almost putting them under three different roofs?—Well, no, not under three different roofs quite—three different offices.

1430. What, if any, contracts for supplies does the Quartermaster-General make apart from those which are made by the General in command in the districts?—Of course all the contracts for supplies in South Africa, or the greater part of them, have been made direct by the Quartermaster-General demanding certain supplies from the Director of Contracts, who finds them for him.

1431. Then, except in the case of operations outside the country, the Quartermaster-General himself would practically make no contracts for supplies?—I think none, hardly.

1432. Would he contract for supplies to send on transports?—Yes, that would be found by his sub-supply branch at Woolwich.

1433. Since the war has been going on have you had to send out large supplies of food and consumable stores of all kinds to South Africa?—Enormous. Shall I relate the procedure? The General Officer Commanding the Communications in South Africa demands anything he requires? His demand is dealt with by Quartermaster-General (3), who writes to the head of the supply branch at Woolwich, instructing him that so and so and so and so is required, and directing him to demand it from the Director of Contracts, and to report in due course whether that demand has been properly met. Then, in ordinary times, the whole of those supplies would pass through the supply branch stores at Woolwich, a certain percentage would be examined and sent out. During the last 16 months the demand has been so enormous that we have had to get supplies direct from the trade without passing the actual stuff through Woolwich. The demand, of course, was made from Woolwich in the same way, but the actual cases of meat and biscuit, or what not, have not all passed through the Supply Branch; they have had to be sent direct from the trade, subject, of course, to inspection.

1434. And put direct on to the ships?—Yes, it has been absolutely necessary to do that.

1435. Does the system whereby you ask the Director of Contracts to purchase supplies for you to be sent abroad, in your opinion, lead to any delay?—I do not think so, because if I had my own contract staff I should equally have to have demands made on them. They would have to carry out the actual transaction.

1436. Therefore, the only delay is the delay that may arise by communication between two departments?—That is all.

1437. Are the provisions made by the Director of Contracts for supply satisfactory, speaking generally?

—Speaking generally, very satisfactory. I can hardly call to mind any complaint. There have been one or two things. Speaking from memory I remember one complaint that preserved milk was not satisfactory. One brand of emergency rations was not satisfactory, but that was not the fault of the Contract Department; it was proved afterwards that the manufacturer had been done by his own people.

1438. When you make a requisition like that to the Director of Contracts, does he buy according to actual specification, or do you state generally that you require preserved milk of such a brand, or preserved meat of such a brand?—We demand so much of each article and give the specification.

1439. Then is it the Director of Contracts whose experience leads to select this or that brand of meat?—Partly.

1440. And, on the whole, has he given satisfaction?—I can only judge by the result, that we have had hardly any complaint as to the quality of supplies from South Africa.

1441. I suppose complaints, as a rule, are not kept back?—Oh dear, no.

1442. As regards the purchase of these supplies, the Director of Contracts appears to have brought some very adequate knowledge of the market to bear, and as to the right quality of the goods to be purchased?—Certainly, that is the business of his branch.

1443. I understand you would see no advantage in making these purchases direct yourself?—No, because, personally, I do not consider that I am qualified; I should have to depend on my contract staff.

1444. And that contract staff in theory, I suppose, would be a contract staff abstracted from the present central office?—I presume so.

1445. A contract staff of civilian clerks who have no particular military knowledge, but who, in the course of their duties, have learned to know a good deal about the market, and the best quality of various articles?—That is so.

1446. (Mr. Gibb.) You have recently, you say, obtained supplies direct from traders to send to South Africa, instead of passing them through Woolwich?—Yes, to a very large extent, that has been done.

1447. Are those the supplies which you have described as being very satisfactory, and not leading to any complaint?—Quite so.

1448. Who is responsible for the normal system of all supplies being sent to Woolwich, instead of being distributed to the consuming points direct from the traders?—That is my branch, Quartermaster-General, 3.

1449. Do you think there is any advantage, in normal times, in incurring the cost of sending supplies from the producing points to Woolwich, and then re-distributing them to the consuming branch?—I think it is not inadvisable, because it ensures a more thorough examination.

1450. But, as a matter of fact, the supplies sent to South Africa have not been dealt with in that way, have they?—The greater portion of them have not.

1451. And they have proved to be thoroughly satisfactory?—Yes.

1452. Although obtained, perhaps, under circumstances that would make it easier for traders to supply bad stuff?—They have all been subjected to inspection.

1453. Inspection at the producing points?—Yes.

1454. My question, rather, was whether that would not be a good system, to a large extent, in your office?—We have to keep up, in normal times, a certain reserve—it used to be for one Army Corps—I fancy; now, we shall have to keep up a reserve for two for a certain period, which is kept at Woolwich, therefore it is necessary, in order to ensure the turnover of that reserve, that it shall come into those stores, and be passed out of them.

1455. (Chairman.) So as to have it fresh?—So as to have it fresh.

1456. (Mr. Gibb.) But that, perhaps, could be managed, could it not, without passing all stores through Woolwich. Are stores for consumption in the districts passed through Woolwich?—No.

1457. They are not?—No.

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1458. What stores are passed through Woolwich?—Biscuit, preserved meat, &c.

1459. I mean for what ultimate use are the stores?—For the reserve which we have to keep up, for the possibility of men being suddenly embarked anywhere.

1460. (*Chairman.*) The stores bought by the General Commanding in the district are inspected by the Army Service officers, and consumed locally, are they not?—Yes; that has nothing to do with Woolwich.

1461. (*Mr. Mather.*) Your responsibility as regards supply seems to terminate after having given instructions to the Director of Contracts that you require so much of certain articles, and having delegated to the general officers commanding districts the duty of obtaining their own supplies. After that you do not take much notice of the matter, do you?—Of course, my principal duty at the present moment is with regard to South Africa. I consider myself absolutely responsible for keeping the authorised reserve, which I got fixed the year before last by the Secretary of State at 120 days, and for that purpose the reserve is telegraphed to me every week, and I examine it very carefully; I consider myself absolutely responsible for keeping that up, the provision, of course, of the stuff being made on my demand by the Director of Contracts.

1462. You would take charge of the reserves, naturally, for the purpose of having something in hand; but the general routine for supplying the Army at home, and also abroad, is carried out by your instructions, as to quantity and quality, by the Director of Contracts?—Yes; but I might say contracts abroad are also made locally. Take, for instance, Singapore, Ceylon, and the West Indies, the contracts for supply of bread, meat, and all that class of stuff, are all made locally.

1463. The Director of Contracts has nothing to do with that, has he?—He has nothing to do with that.

1464. I am speaking with regard to his duties in England. You use that department as a means of obtaining from the markets the supplies you require?—Yes.

1465. These articles with which he deals are chiefly perishable articles, are not they?—Yes.

1466. And bought on the markets day by day, and have to be despatched to their destination as quickly as possible, which you, of course, provide for?—Yes.

1467. But the Director of Contracts' duties terminate on buying for you the articles you specify in the best market he can, and informing you of the fact that he has bought it?—Quite so.

1468. And receiving instructions from you as to whether it should go to Woolwich or elsewhere?—Yes.

1469. So that your relations with the Department are of a very simple character?—Yes.

1470. And deal only with one set of articles, namely, consumable or perishable articles, to be consumed daily or weekly?—Yes.

1471. And in that way you find him the most convenient buyer?—I have done so.

1472. I suppose he does not even give you the price he pays?—Yes.

1473. You know nothing about the article but the time of delivery and its quality?—Quite so.

1474. You leave all but that to the Director of Contracts?—Yes, he is responsible.

1475. And he holds a relation to you totally different to that which he holds to other branches of the Service, does he not?—Of course if by complaints which would come in very, very quickly, one had any suspicion there was anything wrong or unsatisfactory things were being supplied, then of course I should go straight to him personally about it.

1476. But there is really not much room for discretion on his part in buying the articles, because you require the best and require them frequently, and he must buy them immediately for you, and must see they are disposed of in the best way, because complaints will very soon come from all quarters, I suppose?—Quite so.

1477. Therefore the whole operation of supply through him is very small?—Very small.

1478. It gives him no trouble, and gives you no trouble?—Quite so. If he did not exist as a separate branch it would be necessary for the Quartermaster-General to have a contract branch of his own to do it.

1479. But he being there, you utilise him as a useful channel to obtain all you want?—Quite so.

1480. (*Sir George Clarke.*) You said you considered the local authorities are quite competent now to make supply contracts themselves, and that that system had worked?—Yes, I think so. We have specially trained Army Service Corps officers, who are there to give the General expert advice.

1481. And you consider that a subsequent review of contracts after being entered into suffices amply to safeguard the public interests of the country, and to ensure that contracts are entered into in the ordinary and regular way?—Yes, I think that general supervision is advisable.

1482. And you think that outside and subsequent review suffices for that purpose?—I think so.

1483. I suppose that in time of war in the field, the supply officers would have to make very large local purchases?—Very large local purchases were made at first in South Africa, but for the last 14 months the local purchases have not been large, except of oxen. We have supplied almost everything except the fresh meat.

1484. But of course, in the transport service in South Africa, the local officers would have to make very large purchases, would not they?—They have done for oxen, but not for much else, except at first. Of course, when the war began, they necessarily had to get whatever could be got hold of in the country, but the supply of animals very soon dried up, and we have had practically to supply everything.

1485. From England?—From all over the world.

1486. Your Supply Branch at Woolwich would be quite competent to make its own contract for supplies, would it not, with the addition of a little clerical assistance?—Yes, I think it would be competent.

1487. Do you know whether the Contracts Branch has amongst its members any experts in matters of supply, any judges of preserved meat or the various things you send out to South Africa?—They have no specific knowledge.

1488. Would not the transactions with regard to supplies be thoroughly of a clerical nature all exercised in the War Office itself?—Yes.

1489. Then is not the cause of your having no complaint entirely owing to the rigid and effective inspection of stores made by your own officers?—And also, I think, by the Director of Contracts' knowledge of the markets.

1490. But, as regards quality, is not the quality tested, and looked so carefully into by your own expert officers, that it is almost impossible that anything that would be likely to give rise to complaints subsequently, could happen?—I think it is caused a great deal by the people who purchase—by the Contracts Branch—they know who are the reliable people in the markets; they have a great deal to do with them.

1491. But you do exercise a very careful inspection?—Not quite so fully as one would like. One has had, perforce, to reduce it to a minimum.

1492. Do you think that the more officers of the supply and transport branches have some knowledge of the making of contracts and purchases, the better it would be when they have to serve abroad?—Certainly, the more general knowledge they have the better.

1493. Especially in the matter of purchases, considering the number of them who serve abroad and have to make their own purchases?—Quite so.

1494. I gather it is your view that as much financial power as possible should be given to districts?—Certainly. I think you would have to limit it to a certain amount, based on the expenditure of the district, we will say, for a number of years. You cannot give a general officer of a district *carte blanche*; I think that would be very unwise; but according to the size and the number of troops in the district, and the number of buildings, which is a matter which could be worked out, I think, that you should give him a sum calculated, say, on the average expenditure on certain things during the last 10 years.

1495. Then your general principle would be great responsibility and trust accorded to local people, subject to expert financial and civil review subsequently?—Yes, and, as I said in the short note that I sent to the Committee, I think it is a very good thing because it develops habits of business and thought in the general officers commanding, which otherwise they are not called upon to exercise.

1496. Do you think the more responsibility devolves upon officers of all classes in peace time, the more likely they would be able to accept the responsibilities which must necessarily devolve upon them in time of war?—That goes without saying.

1497. (*Colonel Miles.*) It was reported by the Decentralisation Committee, I think, that your branch was more decentralised than any other. Do you remember that?—The Services administered by the Quartermaster-General have been to a great extent already decentralised—are the words?—Yes, I think that is so.

1498. As an example of that, may we take the contracts? Are the whole of the meat and forage contracts dealt with by the Generals irrespective of the amount of the contracts, without reference to the Director of Contracts, and referred to him after they are completed?—They are referred to him after they are completed.

1499. Irrespective of the amount?—I think so. His amount is limited in this way: A man, we will say, has a thousand troops at a station, and he may want 1,000 lbs. daily.

1500. For instance, take the meat contract at Aldershot, of the value of, say, 30,000*l.* in six months. Does the Commanding Officer make that contract without reference to the Director of Contracts at all?—Yes.

1501. Is the same true about forage?—Yes.

1502. Forage is bought in the districts, I think, without any reference to the Director of Contracts?—Yes.

1503. With good results?—Yes.

1504. And, as far as you know, have there been any cases of collusion?—There are cases of course—cases of bad conduct on the part of different contractors.

1505. But have there been any discipline cases of a bad character with regard to that?—I do not remember any of late years; I remember one to which I alluded in my evidence in the House of Commons inquiry. That was a very bad one which occurred in England 18 years ago, but of my own personal knowledge I do not know of one since.

1506. Practically, in your department, is the large proportion of contracts made irrespective of the Director of Contracts?—Yes, in ordinary times.

1507. Of course it is quite clear that all districts are fed in this way by local contracts?—Absolutely.

1508. Independent of the War Office?—Yes.

1509. And the contractor may come from any part of the country?—Yes, he may come from anywhere.

1510. It is not a question of local knowledge?—No, if tenders are called for by public advertisement, it is open for a man in the North of Scotland to supply Aldershot.

1511. With regard to your head contracts, they are simple in their nature, are they not—they are not very varied, are they?—No, they are very simple.

1512. And there are not very many questions arising on them?—No.

1513. You would not put them at all on the same footing as the specifications for a gun, would you?—No, certainly not.

1514. Or the specifications for a building?—No, they are totally different; you cannot compare the two.

1515. Generally speaking, if the contracts were changed, it might add a certain amount of clerical work, but not very great, I suppose?—I can hardly say that. I have no practicable experience of working the branch, and I could not say.

1516. With reference to the practice of making purchases by the Army Service Corps, it is of great advantage to them, is it not, to have as much experience as they can in making purchases?—Yes, I think I said just now, the more general knowledge the better.

1517. When we go to war, taking South Africa for instance, you say the purchases were made at the seat of war?—Yes.

1518. And probably in any first expedition, when we immediately find out what is wanted we are driven to purchases of a large quantity in that way?—Yes.

1519. (*Mr. Beckett.*) Do you find that the system of Generals making purchases in their own districts answers well on the whole?—Yes.

1520. Do you think that system might with advantage be extended in other directions?—To what?

1521. As regards works, and so forth?—I do not know that I am quite qualified to give an opinion upon that.

1522. But, anyhow, do you find throwing responsibility on the general gives rise to any disadvantages?—No.

1523. And that proper regard is paid to economy and efficiency?—I think so, certainly; and unless you throw that responsibility upon him, you will never develop the man's power of arranging for various things he has to arrange for.

1524. It increases his experience, you think?—Yes.

1525. You say that the subsequent supervision of the Director of Contracts is desirable, in what way do you mean; suppose it were withdrawn, what dangers would it give rise to?—You might find a district paying ridiculously high prices; this is possible; and I think supervision to see that the ordinary market rate is being followed is desirable, simply from motives of economy.

1526. Do you find there have been cases in which the Director of Contracts has had to point out to some General that he is paying too much?—I have not heard of any; but my experience as Quartermaster-General has not been long.

1527. Supposing, instead of sending these contracts in to the Director of Contracts, they were sent to you, would not that answer the purpose equally well, provided, of course, you had a contract staff under you?—That, of course, would be necessary, and it would have to be a staff well up in the prices, and the rates of the market.

1528. I suppose, from your own point of view, if you had well qualified men under you, it would be simpler for you to give your instructions to them than give them to the Director of Contracts?—I do not know that it would matter; practically it would be the same; the room might be a few yards nearer to me, that is all the difference it would make.

1529. But he practically has to rely on his staff, has he not, just as you would?—Yes.

1530. He has no special technical knowledge of his own, has he?—I take it that with the experience of a Director of Contracts for some years, you ought to have a great deal.

1531. I mean the facts of the case are brought to his knowledge by his staff, upon which he has to found his experience?—Yes.

1532. (*Sir George Clarke.*) Do you know why the Director of Contracts does not purchase horses?—I cannot say. I should be very sorry for him if he had to.

1533. (*Mr. Mather.*) In regard to the purchase of horses, do you find great difficulty in appointing competent men to purchase?—We have had very great difficulty in getting the proper men.

1534. And, I presume, in consequence of that, very great mistakes have been made in the purchase of horses from time to time. I mean horses which are not sound have been frequently bought in a hurry?—Considering the pressure there has been, I do not think there has been more than the percentage you would expect, because there was no large remount staff; it did not exist. The Inspector-General of Remounts has had to get hold of the best officers he could.

1535. Are they a military men?—All military men for purchasing purposes; but the Veterinary Department, which, of course, was the Department upon which he had to rely for passing the animals, very soon gave out; and they are employing now civil veterinary surgeons enormously.

*Lieut.-Gen.
Sir C. M.
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16 Jan. 1901.

Lieut.-Gen.
Sir C. M.
Clarke, Bart.,
G.C.B.

a.n. 1901.

1536. There is no objection to your employing civil veterinary surgeons or civil agents to buy, is there?—We have not purchased except through commissioned officers.

1537. Is there any special reason for doing that?—We thought we had better control over them; they might do something to lose their commissions; they were all commissioned officers, and there was a great hold upon them.

1538. That is, if they did not purchase satisfactorily?—Yes, if they did not do their work properly.

The witness withdrew.

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

Mr. G. D. A. FLEETWOOD WILSON, C.B., called and examined.

1541. (Chairman.) You were Director of Clothing, were you not, from 1893 to 1898, when you became Assistant Under-Secretary of State for War?—I was.

1542. In your Draft Report on War Office administration, which you have communicated to the Committee, you express a strong opinion, I believe, in favour of the abolition of the Central Contract Branch, which, as you put it, now serves mainly as a post office between the military expert and the contractor?—That is so. I think it would perhaps be better to say "the adjustment of the Contract Department" than "the absolute abolition"; you would have to have a machinery on one side or the other; it is rather perhaps a question of transferring it.

1543. You talk of the relations between the military expert and the contractor, but your own position at the Army Clothing Department was that of a civilian administrator, I believe, under the Financial Secretary?—My position at the Army Clothing Department was entirely different to that of anybody else. I was established, and my position was based upon a very old Order in Council, which consisted of a very few words to this effect: "The Director of Clothing is charged with the provision of clothing and necessities for the Army, and with the administration of the Army Clothing Department at Pimlico." That, of course, has since been swept away. In the various changes which took place at the War Office this old Order in Council was perhaps overlooked and remained in force, and it was on that Order in Council that I held my appointment; and that placed me in a position of considerable power and independence; but, subject to that, I was with other manufacturing departments placed under the Financial Secretary.

1544. Quite so; but you were in fact a civilian administrator under the Financial Secretary?—I was a civilian administrator under the Financial Secretary, but I was personally answerable for the provision on the supply side, as it were, of clothing to the Army. I always thought that there was that distinction. I was in charge of the factory and the stores, and from that standpoint absolutely subject to the Financial Secretary; but it was an open question whether I was not almost personally responsible for the issue of clothing to the troops, and, up to that extent, somewhat independent of the Financial Secretary.

1545. When you say responsible to the troops for their clothing, that is to say, responsible to the Secretary of State for War?—Yes, it rather put me in the position of being able to appeal to the Secretary of State if I found a decision below him interfering with my supply of clothing to the troops.

1546. Was that rather an academical question, or did you, as a matter of fact, find it necessary to appeal, by virtue of that peculiar position, straight to the Secretary of State as against the Financial Secretary?—I have, I think, on more than one occasion asked through the Financial Secretary, naturally wishing to avoid friction, that the ultimate decision should be referred to the Secretary of State.

1547. When you went to Pimlico you took no expert knowledge with you, I suppose?—Very slight, none *quâ*. stores, their nature and character; I had my technical officers under me.

1548. You say the Contract Branch now serves mainly as a post office between the military expert and the Contractor; is the military chief Ordnance officer who is in charge of the Royal Clothing Department now an expert as regards clothing in any greater sense than you were an expert?—I should think not personally; he has acquired knowledge, but he certainly was not, I

1539. I suppose there are a great number of men in England, agents for the purchase of horses, whom you might have employed if you had cared to?—Horseflesh is a very curious thing to deal with, and it has a most extraordinary influence on the human race.

1540. Have you any recommendation to make in consequence of your recent experience of the stress you have been under?—I think we shall have to enlarge our Remount Establishment. In fact a Committee has been sitting to draft proposals for that purpose, because the branch was absolutely inadequate to the requirements of the war.

should think, an expert in the true sense of the word in clothing matters when he went there.

1549. He would gain experience, but when he first went there he would be naturally very much guided by his subordinates?—Naturally so, and ought to be so, I think.

1550. As regards the theory that a post office should be suppressed between the military expert and the contractor, if the post office were suppressed, it would be suppressed as between the Contract Department and the Clothing Department, but not as between the contractor and the expert, would it not?—If the head of the department is using the expert and acting on his advice, you must roll them into one. But I should like to point out that the paragraph in my report deals generally with the position of the Director of Contracts and the working of the present system, not only in relation to clothing, but in the many manufacturing and supplying departments of the Army. I did not put this forward only from the standpoint of clothing.

1551. The Committee wish rather to get evidence from you, not on the general question, but as the result of your particular experience at the Clothing Department at Pimlico?—At Pimlico practically the contractor was obliged to come to me and get all the technical information, and find out everything which was either favourable or unfavourable to the materials or stores which he had supplied. He could get nothing of the sort from the Director of Contracts, nor could the Director of Contracts form any opinion as to the character or quality of the supplies which had been furnished.

1552. That is to say, if a demand came to you for so many thousand yards of serge or anything else for the troops?—I made my own demands.

1553. You put forward your demand to the Director of Contracts?—Yes. Would you like me to explain exactly what the system was? In my time I had to control the expenditure of perhaps some half a million on cloth.

1554. (Mr. Gibb.) Would you mind first telling us whether there has been any alteration since?—Yes; the whole thing has been absolutely changed, but I think what I am going to say now applies with regard to the process which takes place at the present moment in regard to contracts.

1555. (Chairman.) Except that the Chief Ordnance Officer puts forward his demands through the Director-General of Ordnance?—Yes, which is another post office. I used to form my estimate at the beginning of the year for how many boots I wanted; roughly speaking, I used to buy a quarter of a million worth of boots and half a million worth of cloth. I used to consult all my technical officers, my supply and store officers, and come to the conclusion that I required so many hundred thousand boots, &c.

1556. Were those officers men who had technical knowledge and business experience?—Absolutely; they were technical men. My chief boot inspector was a man who had worked at his last and worked his way up. My Inspector of Cloth had the reputation of being one of the best judges of cloth in England—Richardson; he had been trained both in the Stroud Valley and in Yorkshire. I made up my mind I would require, say, 100,000 yards of tartan, which is not Scotch cloth, but cloth of a particular pattern. I would then put up to the Director of Contracts my demand. The Director of Contracts would ask me who I suggested as likely to supply that cloth at a reasonable price of good quality and punctually delivered. I would then suggest certain firms which I knew, or

which I had reason to believe would serve the department well, give my reasons, and send them up to the Director of Contracts. The Director of Contracts reviewed the whole of that work, and in many instances took exception to my suggested allotment, and suggested an allotment to other firms, or the allotment of different quantities to the same firms. I then, having only one object in view, which was to get the best stuff as punctually as possible for the service of the troops, and being absolutely indifferent to any complaint of any firm of contractors, generally adhered to my original view. It then became a question of a conference between the Director of Contracts and the Director of Clothing, or one of the Director of Contracts' officers would come down to me. Then it rested a great deal on which of the two was the more obstinate. I believe I had the reputation of being abnormally obstinate. Eventually we came to a conclusion, and the Director of Contracts put all the machinery of putting out tenders, and signing forms, and so forth into work. But it seemed to me always when I was there that there was a reduplication of work in this process. I could never understand why I could not be allowed to place my own contracts, carry the whole thing through, and order my own stuff, for which I was answerable, and with regard to which the Army afterwards had full freedom of criticism. If I could have placed my contracts, I would often have saved a great deal of time, and I am perfectly certain in many cases there should have been no delay in delivery, and, I think, it would have been open to the Director of Contracts afterwards, or an analogous officer, to audit or examine, and call me to book if he thought my contracts had been unreasonably placed. That was the system when I was at Pimlico, and, I think, that obtains now.

1557. Then under that system practically all that the Director of Contracts did was to settle generally, in communication with you, which tender should be accepted?—Practically that was all that he did, in a sense, but, of course, it meant a great deal of work for him to defend his own views, and that is where an enormous loss of time, and, very often, friction arose. He might take, and the officers of the department might take, the view that a certain firm was a promising firm, a young firm, and ought to be encouraged, and even with a few failures it was a good thing to give them a few contracts. Take, for instance, an occasion where it is considered advisable to nurse a firm so as to enlarge the area of supply; well, it is quite obvious that during that period the department is placed in great difficulty, and when you come to deal with munitions of war, or military stores, it is dangerous, because you may find yourselves absolutely out of the stuff with which the soldiers can fight; and that is what I constantly took exception to, and I think the present system does present considerable risk in that way.

1558. But if the Director of Contracts took that view, and you took the opposing view, there would always be an appeal?—Yes, it would go on appeal to the Financial Secretary, and if the Financial Secretary gave it against me, and it was a minor question, I would, naturally, at once accept the Financial Secretary's decision. But if it was a serious matter, such as the supply of boots, without which no army can go into the field, I would at once, and did, more than once, ask to have the matter referred right up to the Secretary of State for final decision. Every officer has that right to appeal, but you can understand that no one wishes to exercise it more than is necessary.

1559. The tender once having been accepted, if the contractor wanted any further information or explanation about anything, he would come to you, would he not?—Constantly he did, and my orders were that every assistance should be given to contractors. I made most stringent rules that no inspector was ever allowed to see a contractor, except in the presence of a clerk or official of a totally different department, so that there should be no risk of collusion; they were constantly there, and I encouraged them to come. The only information they could get up here would be with regard to prices or the paper work, but any technical information which they required they had to get from us, and they were constantly there. New manufactures were constantly coming into our hands, and if we did not show them the class of material they could not get on at all.

1560. (Mr Gubb.) When you say you insisted on the presence of an official of a different department, what

do you mean?—An official of a different branch of my own department.

1561. (Chairman.) As regards an order in progress, were there any means by which an official representing the War Office would be sent down to watch and report upon the progress of an order which had been given out?—Do you mean an officer from here sent to my place down there?

1562. If you had given out an order to a manufacturer, I mean?—You mean if the Limerick Clothing Factory, for instance, had taken a contract for me?

1563. Yes; would anybody be sent down to see if that order was being got on with?—No, the system did not exist, and I constantly represented that we ought to have something in the nature of travelling inspectors—men we could send down to watch the progress. In point of fact, I used to go myself; once or twice I went to Crewe where a certain firm had their works, but I generally went at my own expense and during my leave. I had no recognised official to send out. I did sometimes send one of my men, but generally speaking I took a man not connected with the Inspection Branch and sent him down informally to report to me.

1564. You did that extra-officially?—Yes, I had no recognised staff for that purpose.

1565. Nor had the Director of Contracts?—Not that I know of.

1566. In fact, it was no one's duty?—I am afraid in all public departments the tendency to do that is by means of letter writing. We used to send very strong protests if the contractors were not keeping up to time.

1567. Did you write asking how a man was getting on with an order?—Yes, frequently; but I think that was interfering somewhat with the Director of Contracts' work.

1568. When the work was in an unsatisfactory state, he might give an evasive answer, I suppose?—Yes, it really did not help very much, because the real difficulty with contractors is that they take contracts beyond their powers, and they may be working on Post Office work instead of War Office work, and it is extremely difficult to spot them. You can do it, and I think, if you had a proper inspecting staff, you could keep it in check. Most of the clothes are the same you see; serge trousers are very much alike until you come to put the stripe down and press them out. The postman's trouser is very much like the private's trouser, and you might have a difficulty in identifying them.

1569. I suppose the Director of Contracts would have some general idea of the powers of a contractor, and if a contractor was already full up with orders he would avoid placing another order with him?—Yes, the only difficulty I found in practice was this, that a contractor would see the Director of Contracts, and he would assure him that he had already made arrangements to take on a large extra staff, that he had taken additional premises, that he had plenty of capital at his bank, that he was going ahead, and he was perfectly prepared to make a much larger number of articles than he had hitherto been able to undertake to make. I would know, on the other hand, by keeping my eyes open, that the supply of hands who work on all military stores is limited, especially tailors, and I would know for a fact that there was hardly any spare labour to be obtained. I had some 2,000 people actually at work for me, so that I was well in touch with the labour question, and I have often represented to the Director of Contracts, "You must not believe this contractor." Even sometimes, when he, in perfect good faith made the statement, the condition of affairs was such that he could not get the people and train them in time to supply me with certain stuff by a given date.

1570. You had 2,000 hands under you, and you therefore knew a great deal about the possibilities of the labour market?—Yes, and I used to make enquiries, and perhaps a high-class contractor had been with me that very day and asked me to ease him off a little on account of the difficulty of getting labour at any price. As regards military clothing, if you take Edinburgh, for instance, if there were no trade of military clothing in Edinburgh, that at once would enable me to know that it would take a considerable time to build up that trade.

1571. But the Director of Contracts would have equal opportunities of knowing that, would he not?—Certainly, he would be able to find it out, but I think there

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

naturally would be a tendency in the Contracts Department, if it is a purely Contracts Department, to think of nothing but contracts, and administer nothing but the contracts part of it, and to take the contractor's view rather than the view of the man who has to supply the Army with the stuff.

1572. What do you mean by the contractor's view?—For instance, the view which would be advanced that all these difficulties were very much exaggerated, that they could be surmounted, and he could surmount them.

1573. Does that mean that the Director of Contracts, in his zeal to get as low tenders as possible, would minimise the difficulties?—No, I should not put it quite like that. I do not think the Director of Contracts would be impelled necessarily to take the lowest tender, but he very naturally would like to enlarge his area of producing power. I do not altogether blame him, but the first interest of the Supply Department in dealing with the Army is to have supplies ready to issue to the troops, and that must and ought, from its standpoint, to be the paramount consideration.

1574. But you ought to combine, of course, economy as far as possible with punctuality and efficiency?—Of course.

1575. When you were in Pimlico, were there many complaints of the contractors being in arrears with their deliveries?—Incessant; my complaints were incessant on that point. There were perpetual minutes on that subject going on between me and this office.

1576. When you asked the Director of Contracts to obtain a given amount of any article, did you put on the requisition the time within which you wanted it?—Yes, all contracts are time contracts.

1577. Did you put a definite date?—Obviously that must depend on the quality of what you were asking for, and when you wanted it; you make your contracts ahead, and name your time according to when you want them in. You might have a sufficient store of boots to go on with for a certain time. Then, for instance, with clothing, you must consider the wool sales; it does not necessarily follow that you want the cloth the very next day, but you name a date and various dates on which certain quantities of clothing should be sent in.

1578. If you gave a date on which the contractors could not supply, would the contractors represent that to you?—Yes.

1579. And you would alter the date?—Yes. When I named dates I had the contractors with me and asked them: "What is the earliest time you can give me this; it is no use my pressing for January if you cannot give me it till March."

1580. But in spite of that there were frequent delays?—Yes, we had one special case of a large contractor who placed my department in a very grave position. He took an enormous contract for the Army, and then took on the Post Office work. He also took a large contract for the Egyptian troops, and he knew that the Post Office and Egypt would be merciless, so he put aside our contracts. I have always worked very cordially with the Director of Contracts; I never would have put a duty which was obviously embarrassing on him, and he would not have suggested a duty which would have been embarrassing to me.

1581. Before you made your requisition you would adjust the matter with the Director of Contracts, would you?—Yes, we would find out as much as possible everything connected with the contract.

1582. And in spite of that you had these difficulties, had you?—I have a very vivid recollection of what I have said. I would rather not name the firm; they have done better since; but I was very anxious that very severe notice should be taken of it, because they put us in a position of very great danger; we were absolutely without certain clothing altogether.

1583. In the case of stores, would no penalty be enforced?—I could not enforce it; that is entirely for the Director of Contracts. I had nothing to do with that.

1584. Would you have no say in the matter?—None whatever, except that I would urge in my minute, pointing out the state of affairs, that the most stern measures should be taken.

1585. If the Director of Contracts chose, instead of taking these stern measures to take lenient measures,

he would not consult you?—No, not in the least; I should have no voice whatever in that.

1586. (Mr. Gibb.) But you would have the power to appeal, would you not?—No, that would not be within my jurisdiction at all.

1587. But that would be a question appealable, would it not?—It would not have been within my province. I should have been properly told, "That is a question for us to consider; you make your presentation, and we will punish him as we think fit."

1588. (Chairman.) In cases in which you asked the Director of Contracts to buy in default, where you said it was necessary to have cloth at a particular date, would not he act on your recommendation?—Yes, because you must have the stuff; eventually you get the stuff; there can be no doubt the stuff will be obtained in the end, but the real point is, whether undue and dangerous delay does not occur between ordering the stuff and getting it.

1589. I suppose, with regard to the articles with which you dealt, buying in default was the general remedy, that is to say, in regard to such articles as you could buy in default?—Some things you could not buy in default. We always had enormous difficulty with metal work, helmet fittings, and that sort of thing; there is no sale for them; they are not a trade article, and the moment you have to deal with what is not a trade article you are largely in the hands of the contractors.

1590. Is it your general view that the department under the Director of Contracts is mere surplusage?—No, I do not say that at all; I do not go the length of saying that, but what I do say is, that I think if the system were altered, and the heads of supply departments were allowed to do their own contracting, the work would be more expeditiously done; the contractors would have one master, so to speak, and there would be no nonsense in trying to work one off against the other. They would come to me with a whine, and if I would not listen to them they would go to the Director of Contracts, and he would take a more lenient view, perhaps. All that would be done away with; you would deal straight with the man who supplied the goods, and save an enormous amount of time.

1591. All that amounts, does it not, to surplusage?—Yes, but I did not want to put it in that way, because it sounds like an attack on a brother officer. I think it would be better to break up the Director of Contracts' Department, and let the Director-General of Ordnance and the various branches make their own contracts.

1592. Then the operations of the Director of Contracts, so far as your Pimlico experience is concerned, are actually injurious?—It is on that experience, and it is according to that experience that I have written what I have written in this report.

1593. You do not think, then, that the public gain any advantage from any general knowledge of the markets on the part of the Director of Contracts?—Yes, there are advantages as well as disadvantages in any system, and I think it is quite right that the Director of Contracts should be able to be in touch with the state of the markets on all points, and that it is convenient to get them focussed together; but I think much the same result might be arrived at from the point of view of statistics and general control, if that were done by a registrar and auditor rather than by a Director of Contracts.

1594. Does that mean that instead of the present Director of Contracts you would have a small central department charged with collecting statistics and information about the market and reviewing contracts?—I think you might have a certain officer or officers in the central department or the finance department. I think, as I have indicated, the difficulties which arise in connexion with deputations and strikes, and that sort of thing, are so closely associated with the parliamentary work of the department that it would fall in conveniently with the central branch. I think what I may call a check on the reasonableness of prices ought to go to the finance section, which we have got, of course.

1595. Which would be still central office?—By central you mean here in Pall Mall?

1596. Yes, but not attached to the clothing department?—Quite so. The various supply departments, I

think, should make their own contracts and provide their own stores, but I would not let them have anything whatever to do with what I might call the Parliamentary aspect of Government buying, or anything of the sort, or with the checking of the conditions under which those contracts had been placed; I think there ought to be some sort of control.

1597. Do I understand your proposal to amount to this: that the supply department with the expert knowledge they have in many cases, should make their purchases, but that in the case of purchases which are effected under the Quartermaster-General's Department in the military districts, those purchases when made should be reported up here for review and observation by some central department?—That would go, as I have indicated in my report, to the Accountant-General.

1598. Not for making the tenders, but with a view to pointing out when they have gone astray?—Yes, if I may say so, the audit should be done up here.

1599. That is scarcely audit, is it?—I have used the word in inverted commas; I mean as separated entirely from the making of the contract. I would prefer to repeat exactly what I have written on this point. "Following this principle, labour questions, &c., should remain under the Parliamentary officials. They should, however, be dealt with in the civil branches immediately under the Secretary of State and his assistants. The registration of contracts should be a function of the Accountant-General, who should also have the power of criticising them by way of audit. This would supply a grave deficiency in the present scheme. The vast amounts authorised by the Director of Contracts, unlike all other expenditure, escape altogether from audit."

1600. He reports on himself, and instead of auditing you would say by way of review?—By way of review—criticism in fact—general criticism of the work.

1601. (*Mr. Mather.*) Would that be a constant criticism from week to week, or would you propose the contract should go up from time to time to be examined; to have any influence on the business of the department it would be necessary to have a check or supervision frequently, would it not?—I think, as the accounts came in, there should be a sort of test examination.

1602. Would not that be a new department of the Accountant-General's Office?—The Accountant-General would practically be doing what I understand the Director of Contracts now does in the case of those contracts which are now placed by the Quartermaster-General in the districts. I would not go into everyone, but pick out what I would think a bad case; that would be quite enough check.

1603. (*Chairman.*) I think you told the Committee, when you were at the Clothing Department, at Pimlico, you were very much assisted by civilian experts, who had actual trade experience?—Yes, they had all trade experience.

1604. In your communication to the Committee you rather lay down the principle that the military department should be manned entirely by a military element, and that the civilian department should be manned entirely by a civilian element?—That is as to the clerical part. I have not dealt with the technical people at all, but I may mention that at Pimlico I always took a military expert, if I could find him. I turned mine, in a sense, into a military department. I would not have a woman who was not either the daughter, wife, or widow of a soldier, and I would not take a man who had not served in the Army in some capacity. The only case where I was debarred from doing that on a large scale was in the boot and cloth examination section, because there you had to have absolute experts, so to speak, to do it. Of course I had my people in the clothing department who were also civilians and men who had gone through the thing at various places, but I frequently found my inspectors were able to train viewers from ex-soldiers in the place, and then I always took them. We used to train men, of course, and there is no reason why that should not be done if it became a military department. We have now young Engineer officers watching the manufacture of steel at Cammel's; when they joined the Army they knew nothing about the manufacture of steel.

1605. (*Mr. Beckett.*) If the contract office were broken up as you suggest, do you think there would be any danger of competition. Supposing there were a certain number of contractors under the Quartermaster-General,

and a certain number under the Inspector-General of Fortifications, there would be no danger of their going to the same firm. I suppose?—You mean competing against each other.

1606. Yes.—There might be, but first of all most of them deal with different articles; in any case there would not be any more than there is already with public departments. As I have indicated in my case, I used to be handicapped by the Post Office and other departments putting out contracts.

1607. But some of them put out contracts through the Director of Contracts, do not they?—Some do and some do not. I think the Post Office do their own, the Admiralty do a good deal of their own. I think it is only in the Ordnance that anything is done for the Admiralty.

1608. You say that a certain contractor failed in his contract, because he knew the Post Office and Egypt would be merciless. Do you think the War Office would be more tolerant?—There is an impression that the War Office would be more tolerant, certainly, than the Egyptian Government.

1609. Do I gather if the War Office were more severe in exacting penalties there would not be so many delays?—I have always held that the infliction of fines ought to have been carried out much more rigidly than it has been.

1610. Supposing the infliction of fines rested with you or the head of a department, do you think the power would be exercised with proper consideration?—Undoubtedly. For instance, take the case of a helmet maker. He is a man who makes his helmet in London, but is dependent on Birmingham for his metal fittings. There might be a strike in Birmingham, and, I think, it would be very unreasonable not to take that into consideration.

1611. You think, on the whole, contractors are dealt with justly, do you?—Yes, we are too much at their mercy to drive them; we are very much in the position with contractors that landlords are with farmers; it does not pay to turn them out.

1612. You referred to the nursing of firms. Do you think that that is necessary?—I think you do want to nurse firms, and we used to do all we could to nurse new firms if they were firms of promise; otherwise you would be very likely to have a ring against you.

1613. You do not think the interference with the Director of Contracts is necessary to provide a proper amount of nursing?—No, I think the head of a supply department is so much interested in getting good stuff, and getting it punctually, that he will always do his best to carry his contractors with him.

1614. In your discussions with the Director of Contracts as to the contractors who should be employed, upon what grounds do you find the objections to the choice made by you were based?—They varied. Very often it was lower price; very often it was because they took a different view to what we did. One of the things the contractors were very fond of doing was to come here and assure the officers of the Contract Department that they could not get the cloth. Then we would prove, or try to prove, that there was good reason for not giving more cloth; that they had already more cloth in their possession than they had turned out garments for. The tendency is, of course, for the head of the Contract Department to support the view of his officers, and the tendency of the Director of clothing is to support the view of his officers, which led to the extra delay. That is alluding to the case of believing or not believing the report of a contractor. We had the practical dealing with the contractor over the actual stuff; they had the theoretical side to deal with. Sometimes, I daresay, they were right and I was wrong, but it led to discussion and waste of time all the same, and it was in those discussions between the two departments that the contractor used generally to get out and escape his penalty, and it was his object to get out. It gives him time which he could not get if there was only one man to deal with.

1615. On the whole, do you recommend a re-adjustment of the Contract Department?—I do, on the lines I have indicated.

1616. (*Sir Charles Welby.*) If the system which you advocate had prevailed when you were at Pimlico, would you and your staff have had the sole responsibility of determining, not only the wants of the Army with regard to clothing, but also making up the stuff

*Mr. G. D. A.
F. Wilson,
C.B.*

16 Jan. 1901.

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

and purchasing the finished article and inspecting it?—No, you are mixing up two things. It would not have devolved on me or anybody else to decide what would be wanted for the Army; that would come when the estimates were framed here.

1617. But you were responsible for keeping up the stores?—Yes, within my vote. Once told my vote for the year, within that vote I should be answerable for keeping up the supply of stores.

1618. In the event of any defective stuff finding its way into the service in those circumstances, and finding its way to the field in South Africa, and misfortunes thereby arising, do not you think that you and your staff and the contractors you deal with would have been open to the charge of being too much a close preserve?—But the Director of Contracts has no knowledge of the thing being good, bad, or indifferent.

1619. But the Director of Contracts has a voice in the choice of the contractors, and exercises, to that extent, a check on your action, does he not?—Certainly; I see your point.

1620. Do not you think that of some practical value?—Of course, all checks are of value, but I am not at all sure that you do not get a divided responsibility. Of course, it is impossible to deal with it now *qua* Director of Clothing, because the system is changed, and I am rather afraid of the Committee misunderstanding the situation.

1621. If the system which you advocate was adopted now, the Director-General of Ordnance would be in regard to clothing, precisely in the position you were in when you were at Pimlico, would he not?—The Director of Ordnance would be. I think if you had a clear case of bad supplies getting into the field, you would probably have very great difficulty, under the present system, in finally deciding and making it clear to others that the decision was a just one, that either one or the other was to blame; whereas, if the Director-General of Ordnance had the whole of the contracts in his own hands, there could be no question at all about it. He would be the man to go at. Now, he would probably say it was the fault of the Director of Contracts, and the Director of Contracts would say it was his fault.

1622. My point, for what it is worth, is that under such a system there would be more risk of collusion between the inspectors and contractors than under a system with two branches?—No, I do not think so, because the Director of Contracts has nothing whatever to do with the inspection. The chances of collusion between inspectors and viewers and contractors are not, in any way whatever, affected by the Director of Contracts.

1623. I should like to put a question to you in your capacity as Assistant Under Secretary of State. You are aware, I have no doubt, that the Director-General of Ordnance's Department has grown very largely by the addition of ordnance factories, and in other ways?—Yes.

1624. And, of course, the creation of a contract branch under him, would further add to his responsibility?—Undoubtedly.

1625. Do not you think there is some danger of overloading the Director-General of Ordnance?—That, of course, goes into the question of the administration of the department. I should say undoubtedly, whilst you would add to his work on the one side, on the other side you would take away a good deal of work which results from this constant difference of opinion and reduplication of work. I am not in a position to say, as regards the Ordnance Department, how much more it would throw on the Director-General of Ordnance, but when I was at Pimlico I would gladly have taken it over with a small section of the branch to do the clerical work.

1626. But apart from labour, it would involve a centralisation of liability on a single head, would it not?—Yes, but I think the great responsibility lies in inspection. I think there is an amount of responsibility lying in the selection of firms, but it is not comparable to the liability which attaches on the inspection of goods and passing them into the public service. You see in all Government contracts you have the two dangers of corruption and pressure; in corruption, the personal factor comes in in whatever system you have; you always run the risk of it. With regard to pressure,

political or departmental, or otherwise, that is a danger which may be bigger under one system than under another, and I do not think the change would in the least degree increase it, but would rather minimise it.

1627. (Sir George Clarke.) I understand you would not be imbued with prejudices which are sometimes supposed to attach to military officers?—I think the whole tenor of my memorandum which I have placed before the Committee would be the other way; and in addition to that I have, perhaps, a reputation of taking an over-military view.

1628. Your personal experience appears to coincide exactly with that of the military heads of departments. It was your opinion that your responsibility was unduly interfered with by the action of the Director of Contracts?—No, I do not wish you to imply that the Director of Contracts was not perfectly justified under the system in doing what he did do. It was the system I objected to, not his personal action.

1629. But under the system your power was not sufficient for the responsibility, was it. You were responsible for providing clothing for the Army?—Yes.

1630. Without complete power as to the allocation of orders, and without complete control over the contractors you employed, were your powers sufficient to enable that responsibility of yours to be a real one?—Bricks have to be made without straw, the Army got its clothing under that system, so that it cannot be said it could not be done; but I think it would have been better and more expeditiously done if I had had the power which you indicate.

1631. You have stated, I think, that delays in supply of clothing to troops could be traced to circumstances which you could have removed if you had had more power?—I would prefer to put it that the risk of those delays would have been minimised, because I had greater knowledge of the condition of the contractor, in my opinion, than the Director of Contracts, sitting up here and being out of touch with the actual work, could possibly have.

1632. Then, as far as your experience goes, the Director of Contracts' work is purely of a clerical nature, is it?—No, I do not say that; I have never been Director of Contracts, and I do not know exactly what his work is or to what extent he goes beyond the relations which existed between him and me, as Director of Clothing; but I do say if the supply departments had the placing of their own contracts, you would have greater security that the stores would be available for the troops when wanted. On the general question I do not think I would prefer to go very much outside what I have written here, which conveys my views.

1633. You gave the Committee to understand that contracts were sometimes given out to firms who could not carry them out?—Certainly given to firms that did not carry them out punctually and satisfactorily.

1634. And firms that you might have been able to say would not be able to carry them out satisfactorily?—Yes, I think there are cases in which I have taken the view that contracts should not have been placed with certain firms, and I think experience afterwards proved I was right. I do not know that I can now name the cases, but, no doubt, the papers could be found to show it.

1635. After reading the evidence before the Parliamentary Committee on Contracts, and some other evidence we have had given before us, there seems to have been a tendency, sometimes, towards tenderness to firms of contractors who were not altogether satisfactory in regard to their supplies; was that your experience at Pimlico?—I would have no knowledge of the reasons which actuated the Director of Contracts in selecting certain firms beyond those which he gave me as his reasons for so doing, nor would I be in a position as Director of Clothing, to know what had taken place in his department. There might have been considerations other than those purely of supply with regard to which I have no cognizance at all.

1636. Would an appeal be made to you to take a contractor whom you thought was not satisfactory?—I think there were cases, but they were cases in which it was almost a question of whether they would carry out their contract in time; and I have been overruled, undoubtedly, and the contract given to firms which did not produce the stuff; but that was only the result

of a difference of opinion between the Director of Contracts and myself, and, I daresay, in many cases he was right.

1637. (*Mr. Gibb.*) Did the Director of Contracts, in his conversations with you, give you his reasons for his action fully and frankly?—Yes, we were perfectly frank with each other.

1638. You rather suggested there might be some reasons with which you were not acquainted?—I would only know the reasons which he gave me, just as I would give him my reasons.

1639. I did not know whether you were suggesting there were probably other reasons which he did not disclose?—There might be. Supposing you had a contractor who was also supplying goods to the Admiralty, which they had reason to think were not satisfactory, the Director of Contracts might be in possession of that information, and I might not be in possession of that information. He might have gone to the Financial Secretary or anything might have taken place between him and the Financial Secretary on the subject of a contractor, that I should have been absolutely ignorant of.

1640. (*Sir George Clarke.*) Would it happen that you might be asked to relax your standard of quality in favour of contractors?—That was a very common source of difficulty. If I made rejections the contractors would naturally make an appeal. If I thought the stuff was bad I would not take it and hold it out and say, "I have gone into the whole matter; I am not a technical expert, but I have gone into it with my inspectors; I am perfectly satisfied it is bad stuff; I can see it is bad stuff, and I am not going to take it." Of course, we had all the technical tests which settled it outside the question of argument; but sometimes we had cases of dye and very often cases of cut, and I would go into it and refuse to take a supply of clothing. Then the Director of Contracts would very likely say to me, "Are you sure you cannot take this stuff; you seem to be very severe; they tell me you have tightened up inspection," and so forth. Cases did arise where his view and my view still remained different, and the matter would go to the Financial Secretary, and the Financial Secretary would adjudicate upon it; perhaps send for me and hear what I had to say; and my answer to him was invariably the same, that the standard of inspection ought to be maintained as high as possible; that I was answerable for the supplies to the troops, and with great respect I must absolutely decline to take anything which my inspectors would not pass. That is what might and did take place.

1641. Then after you had refused the Director of Contracts to relax your standard, I suppose your decision would be absolute, and you would not be overruled?—No, in one case I remember I was overruled; the Financial Secretary said he did not think my objection was reasonable, and he considered that the exception which had been taken to the goods was ridiculous, he did not use the term offensively, and he overruled me and said they ought to be taken. He had no motive in doing so beyond wishing to do what was fair to the contractor, but I held out and flatly refused, respectfully but distinctly refused, to take this clothing, and said if I was to take it I would only do so on the written order of the Secretary of State. That particular lot of clothing went into the Secretary of State's room; I was not present, the case was adjudicated on in my absence, but the result was I was told I need not take the clothing, and my objection was upheld. That was the only case I remember in which I was overridden in order to take material which I considered not up to standard.

1642. Then I take it, if a weaker and less independent Director of Clothing had existed at that time he would probably have been overruled, and would have relaxed his requirements?—I can hardly answer that.

1643. As a question of general and national importance, do you think it advisable that vast batches of contracts should be directly administered under a political head?—They necessarily must be so if they are administered under the authority of the Secretary of State.

1644. The contract branch is now directly under a political head, is it not?—Yes.

1645. Do you think that, on the whole, is advisable in the public interest?—I really do not know whether I am justified in answering that question; I could give

an answer, but I do not know whether it would be proper for me to answer the question.

1646. (*Mr. Mather.*) Apart from the experience you have had as Director of Clothing some few years ago, are you familiar with the duties of that department in its other branches?—No. I have no knowledge at all beyond what has come under my observation, seeing the papers in the office.

1647. I want to call your attention to the definition you give, in your memorandum, as to the contract branch not fitting properly into our Army system, "which assigns the supply of arms, equipment, stores, provisions, clothing, &c., to the military." Those words somewhat perplex me, because they are scarcely in accordance with your general argument against the contract department. Here you describe the Director-General of Ordnance as having already the right to "demand stores, make stores, inspect stores, keep stores, and issue stores," without, I assume, the slightest interference on the part of the contract department?—No, in many cases he has to face the interference of the contract department.

1648. I thought, perhaps, as you were intimately connected with the contract department, you might say whether this was or was not a clear exposition of your views read in connexion with the context: "But when, in the process of manufacture, he" (that is, the Director-General of Ordnance) "wants to use iron, or nails, or cloth, he goes to a civilian department to buy them for him." As a matter of fact, the contract department buys everything for all departments, does it not—not only iron, and nails, and cloth, three items which come under the department of the Director of Clothing, but all the other departments, the department of the Quartermaster-General, the department of the Inspector-General of Fortifications, and the general officers commanding districts? He has to buy an infinite variety of things—guns, electrical machinery, and so on—has he not?—Yes, quite so; but you see I have put here "e.g.," giving this as a specimen. I might have put the Quartermaster-General as doing the same thing with his stores. I am familiar with the general practice, but I thought you were dealing with the minute detail.

1649. We have it, in connexion with all the other Departments, that he exercised pretty much the same influence as you have described him as exercising in the Department of Director of Clothing?—Quite so: I did not mean to quote that case as the only one, but I quoted it as a specimen or example.

1650. Since the contract department is existing, I presume it has been established under some very definite idea as to its utility. It has continued in existence for a considerable time under the sanction of Parliament, several Secretaries of State, and, generally, with the concurrence of the high officials of the War Office. Might I ask your opinion on this question: While it would be possible for the Committee to agree with your general view that the Department interferes too much with the responsible heads of the various branches of the service, would it not be a convenience to these various branches who require the materials passing through the department to use the department for the purpose of obtaining all they required for their respective uses?—I think the Director of Contracts Department was established at the time we had a Surveyor-General of Ordnance, and the Director of Contracts was, practically, his buyer. In those days you had a Director of Supply and Transport, who did that work which is now done by the Quartermaster-General, and he was a civilian. Therefore, what used to be done by civil departments is now done by military men at the head of military departments, and I think it would only be completing the change which has taken place if the heads of the military departments were allowed to provide their own stuff. The Surveyor-General controlled all the supply and manufacturing departments, and it was natural that he should have one buyer. The Surveyor-General has been abolished, and his work and responsibility broken up into three different and independent military departments, each of which should control his own purchases.

1651. Taking that as the more perfect plan, in your opinion, for the future, do you agree that the staff of the present Director of Contracts would have to be divided amongst the four other military departments, if they are to obtain the same information as he does as to what is the best market to go to for all that is

*Mr. G. D. A.
F. Wilson,
C.B.*

16 Jan. 1901.

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

required, or, otherwise, to perform all his duties. They would require to have divided amongst them a staff equal to his in that case, would they not?—No, I do not think so, because, taking the case of Pimlico, my contention is that the greater part of the technical knowledge in connexion with clothing was received from us at Pimlico, and if I had taken over the Contracts Branch, all I would have required would have been a small clerical establishment for the work of putting out the tenders.

1652. Do you know that the Director of Contracts employs some 60 members on his staff?—I do not know the exact number. I know it has been increasing by leaps and bounds; I do not know what it has reached.

1653. If that Department were suppressed, and the work done there were done under the military authorities in the respective military departments, do you think less than 60 members of the civil staff connected with those Departments would do the whole of the work now done?—I should not like to pledge myself to numbers. I will put it in this way: In my opinion, there is now a re-duplication of work, and obviously, if you cease that re-duplication of work, you ought to be able to materially reduce the staff, and I think you could materially reduce the staff for that reason.

1654. Under the change recommended in your memorandum, would not the Accountant-General's become a much more important office than it is at present?—I would not say that; it would be an important addition to his duties.

1655. I will put it in that form; there would be an important addition to his duties in consequence of his having to review the work of the military departments having power to make their own contracts?—Yes, but a very small staff could deal with that.

1656. In your opinion, it would make a small difference?—Yes, he would have to have one responsible officer of a certain status, and a very small bureau, to deal with that matter. After all, if you take the Board of Trade, which deals with the whole of the trade of the country, it is a relatively small department.

1657. (Sir Charles Welby.) I see in your memorandum you put the normal peace staff of the Contract Department at 26?—That was the normal staff. I will not say it was the normal staff on the day I dated this particular paper, because I had it printed on that date, and wrote it some time before, but the normal staff when I took it was at that figure, so that it has trebled.

1658. Owing to the war pressure?—Yes; and before that it had begun to increase very much.

1659. (Mr. Gibb.) You say the responsibility mainly lies in the inspection?—Yes, for passing goods into the Service.

1660. That being so, are you not rather afraid of putting the inspection and the placing of contracts under one departmental head?—Not the least, because you have practically got it now. Whatever voice the Director of Contracts has in choosing a contractor, he has nothing whatever to do with the rejection or acceptance of those stores into the Service.

1661. But if there were collusion at present, it would have to be between the officers of two departments, the Director of Contracts and the inspector?—No.

1662. If a trader were in collusion with an inspector, the inspector, to make the collusion practicable, would have to get the contract placed with the trader, would he not?—If the man had not got the contract it is quite obvious he could not get improper material passed.

1663. Supposing there were such a case as an attempted fraud, the first step necessarily would be to first get the contract placed with the trader, and, secondly, to get the goods passed by the inspector, would it not?—If the conspiracy were as big as that, all that the contractor would have to do would be to bid a very low rate, and it would be absolutely certainly taken.

1664. Then, you see, the fraud would be no advantage?—Certainly it would if he could pass bad material which cost a great deal less than what he undertook to provide it for. That is where your fraud comes in between the inspector or viewer and the bad supplies.

1665. That is one class of possible fraud, but at present you have the check, have you not, of the contracts being dealt with by the Contract Department and inspection by the Supply Department?—That is only in regard to the man getting a contract; it does not

protect you in the slightest degree against the passing of bad stuff, once the man has got his contract.

1666. You would put the Director-General of Ordnance in the same position as the Director of Clothing was in, I understand. You described, did you not, the former position of the Director of Clothing as a very powerful one?—Yes, in reference to its being subject to the Financial Secretary.

1667. Would you give all those powers to the Director-General of Ordnance, plus the power of purchasing?—He has them already. I would not give him anything except the power of purchasing; he has everything else.

1668. The Director-General of Ordnance could not personally execute all these duties, could he?—No, of course not; he delegates them to the various officers of his staff.

1669. So that there would be a purchasing branch in his office?—Yes.

1670. What advantage would you get from having a purchasing branch in the Ordnance office, instead of a purchasing branch in the Contract office?—I have endeavoured to explain that already in this way: That at present a great portion of the work connected with the purchasing branch is already done in the Ordnance Department, that the business knowledge which enables the Director of Contracts' office to deal with the question is largely knowledge for which he is dependent on the Ordnance Department, and that that necessitates in itself a re-duplication of work. If, therefore, you could have the one person purchasing, as well as dealing with the stores, I think you would get the work done more expeditiously, and get more satisfactory supplies.

1671. But the description of the work we have got is this: The Director of Contracts gets requisitions; he buys the stores according to the requisitions; he makes the contracts, and then his responsibility ceases?—Yes.

1672. In regard to the steps up to contract, what duty is there which can be better performed by a technical department than by a purchasing department?—I confine my question to these particular duties remember, namely, the duty of purchasing articles requisitioned according to specification?—I do not accept that view.

1673. I am putting to you the description of the duties of a Director of Contracts, which we have got from the Director of Contracts?—I am afraid I do not quite see your point now.

1674. I am asking you this: The Director of Contracts gets a requisition, he advertises for tenders, gets tenders, accepts one, and makes the contract, and then passes it back to the Requisitioning Department?—Yes. Then you ask me what advantage would accrue by an alteration in that. I can answer you at once. The process which is gone through in the interval, between the receipt of that requisition and the placing of the contract, necessitates a constant interchange between the two departments, the smoothing of differences of opinion between the two departments, and the ultimate result is sometimes in entire opposition to the strong views held by the Supply Department which has to receive the goods in the end.

1675. But every witness has told us that there is no delay complained of between the sending in of the requisition and the making of the contract?—I do not agree to that, that is all I can say—I do not accept that as my view.

1676. I agree the witnesses have complained about differences of opinion as to whether a particular tender should be accepted or not, and the delay in carrying on a discussion as to that point; but as regards the mere question of getting the work of purchasing done promptly, my impression was that the witnesses have all agreed that there was no delay?—With great respect, I do not think that affects the case. All I used to complain of as an officer of the Supply Department was that the delay did take place; whether it took place for the one reason or over one particular section of the work or another would not affect the case from my standpoint.

1677. Apart from the question of selecting the tender, do you think that the work of placing the contracts after requisitions received could have been done more quickly in the Supply Department than in the Contract Department?—I think it could be done quite as quickly, but that is a purely clerical arrangement;

that is a matter of being expeditious or slack in the discharge of certain clerical duty.

1678. Your complaint then mainly turns on the question of which tender should be accepted, and discussions arising about the tenders?—I have gone rather fully into it, I wish to be very careful in this matter, and I think I should have to give some of my evidence over again. I have already endeavoured to explain that where the delay and where the duplication arises, in my opinion, is this: that the technical knowledge which is requisite for a satisfactory selection of firms is to be found rather in the Supply and Manufacturing Departments than in the Contract Department.

1679. I said apart from the selection of firms?—I do not think that the question is in any way raised that there was delay in the actual clerical work in the Director of Contracts' office, I certainly never raised it. There may be delay from great pressure of work, but it is an accidental delay.

1680. Supposing the Director of Contracts were obliged to accept the tender recommended by the Supply Department, would you then see any advantage in transferring the duties?—Yes, because I do not see the good of keeping him, he would have no independence at all, and he would be merely a fifth wheel in the coach.

1681. You are aware of all the inquiries which have been made into this question, and the unanimity of the reports of all the Committees in favour of maintaining the Contract Department as securing a certain financial review, are you not?—Yes.

1682. You are aware, I suppose, that in most large business concerns the actual purchasing is done by a general buyer?—Yes; you can hardly compare the two things, can you? Take a large railway for instance: the chief engineer at Crewe places his own contracts, does he not?

1683. No, it is exactly the same as in the Government service; the Technical Department requisitions; the storekeeper, as he is called in our case, buys everything, but he is of course influenced by and, one may say, governed by the Technical Department; the actual buying is done by a buying officer just like the Director of Contracts?—But, for instance, would not the London and North-Western Railway's Chief Engineer almost refuse to accept steel which was not steel of the quality and character, or bought from a particular firm which he thought could alone furnish that quality and character; would not his opinion almost be law in the matter?

1684. That is the point I am putting to you, whether if the Technical Department's recommendation could not be over-riden by the Director of Contracts, without, we will say, the express authority of the Financial Secretary, that would not entirely satisfy the object of your proposal, and still maintain the check which has been recommended by so many Committees as valuable, of having an independent officer under whose eyes the contracts are made?—I think it would very greatly modify my objection to the present system. Of course the matter is one which has been dealt with by men with far greater knowledge than myself, and I am aware that there is a very strong opinion in many quarters that it would be good to retain the Director of Contracts. I myself confess, from my humble lights, that, if the Director of Contracts is to buy without having any voice whatever in the question of who he is to buy from, or what he is to buy, I do not see the use of keeping him.

The witness withdrew.

1685. I am putting it that he must not over-ride the recommendation of any department without inquiry?—Then you would have your delay, and I will tell you why. The difference is this: In all commercial and industrial undertakings you are dealing with trade articles and if the worst comes to the worst, if you cannot get exactly what you want, you get the next thing which will answer at a pinch; but in dealing with warlike stores you are absolutely powerless if you do not get the right stuff at the right moment, and I think if any delay which exists or may exist under any system can be done away with, then that delay should be done away with even at the cost of altering the system.

1686. You want the Director of Contracts to be in the position of registrar and critic?—Yes.

1687. In your memorandum you say he is now in that position with regard to a considerable amount of his work?—Yes.

1688. Have you any objection to his being left in that position providing that the recommendations of the Technical Department are treated with more respect?—No, I am not satisfied that that would be a good plan. I think the only way in which you can get military stores satisfactorily is to have as little delay as possible between the man who is answerable for the provision of those stores and the contractor who has to make them. I think that any system by which you have yet another officer, with the opportunity of a discussion arising between them, is a source of delay and consequently of danger.

1689. I see you say, "In some cases with regard to "machinery he cannot even determine which is the "lowest tender"?—I do not think he can without going to the technical people who know all about it. I have spoken about something which is not well within my knowledge, but I think that is so.

1690. Is not that entirely a matter of specification?—I should think not entirely. You may take your specification, say, for an engine, but in reason let me appeal to you. Imagine me Director of Contracts; now what on earth do I know about an engine?

1691. He is bound to buy the engine specified, is he not?—I know he is.

1692. If the kind of engine specified is an engine costly in use but cheap in first cost, that must be the fault of the inspecting officer who has specified the wrong article, and not the fault of the Director of Contracts?—The Director of Contracts is dealing with a subject in regard to which he can possess no technical knowledge.

1693. He disclaims knowledge; he says: "I am "buying what I am requisitioned to buy." I understand you to say you visited Crewe personally?—Yes, and other places.

1694. And that you had to pay your own expenses?—I think, if I recollect rightly, I always used to do it when I was on leave. I should have had no difficulty in getting the money. What I meant to indicate by it was that it was not a recognised part of my duty.

1695. I wanted to make the point clear?—I am glad you have given me the opportunity of correcting a wrong impression. I had absolute freedom with regard to that matter, and I merely mentioned, as a fact, that I had usually paid the expenses of those visits out of my own pocket.

Mr. G. D. A.
F. Wilson,
C.B.

16 Jan. 1901.

FIFTH DAY'S MEETING.

FOURTH DAY'S EVIDENCE.

At the War Office.

Thursday, 17th January 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Mr. A. Major.

Mr. ALFRED MAJOR further examined.

17 Jan. 1901.

1696. (*Chairman*.) We are proposing when we have finished taking further evidence on this question of contracts to communicate the whole evidence to you, as a good deal has been said about your department, and then to ask you, when you have had time to study that evidence, kindly to come back and give us some explanations on the whole?—Yes.

1697. This morning we have asked you to come because Sir George Clarke wishes to put a few interim questions to you in explanation of the evidence you have already given—not for you to reply on the whole question?—Yes.

1698. (*Sir George Clarke*.) In the statement you furnished to us you say that there have been, in the year 1900-1, 42,285 tenders received in the office for consideration, and 36,000 letters, and 199,000 papers. That would mean more than 140 tenders for consideration per working day, and in addition more than 120 letters; if you take a working day at five hours, allowing for the very many other things that you have to attend to, interviewing the contractors and studying the market prices, that would only give about two minutes per day for a letter and a tender consideration. Might I take it therefore from you that a large number of these tenders do not come under your personal consideration?—A large number of the tenders would not come under my personal consideration.

1699. And therefore they would be practically decided in your sections?—That is in consequence of the enormous volume of work which makes it absolutely indispensable at the present time.

1700. The Director-General of Ordnance stated in his evidence that you objected to members of his branch visiting works to ascertain how the progress of orders was proceeding; but we understand that his officers live actually on the spot in some cases, and are always in and out of those works; would you say why in this case you object to his action in inspecting the progress of the work?—It is not my objection; it is the Secretary of State's objection.

1701. At Question No. 181 you said that when Mr. Powell Williams came to the War Office with a knowledge of Birmingham matters he said that you were the laughing stock of the Midlands because you paid 3*l.* or 4*l.* a ton more than the proper price of copper, and you said that since that time you had made different arrangements. If it had not happened that Mr. Powell Williams came to the War Office with that special knowledge, would the system have discovered that important fact?—Certainly.

1702. But during the 40 years in which that system lasted that excess price paid for copper was not discovered?—I do not say an excess price was paid for copper on all occasions during that period. We were

distinctly aware in the Contract Branch that the system of buying metals through brokers was an expensive and an extravagant one, and had it not been for the promise that had been made by my predecessors to a firm who had done that work for a considerable number of years, I should have changed it directly I became Director of Contracts. In fact, we were waiting to change it on the death of the senior member of the firm, an old gentleman who happened to live to an exceptional age.

1703. Then under the system the department was practically tied to a contractor for a period of years, and until a death of one of the firm it was impossible to change the arrangement?—I do not say it was impossible, but it was a promise that had been made to this firm, to the senior member of the firm, which it was rather difficult for me to disregard, and which, of course, as in the ordinary course of affairs it would not last much longer it was not necessary for me to change before I did, at least, before the death of that particular gentleman.

1704. But you were quite aware from the time that you entered upon office that the price paid for copper was excessive?—I knew, from the information that I gleaned, that the competition for those orders for copper was not quite so free and open as it should be. Of course, you learn these things from communications with the trade. There were several complaints made to me—and it is rather natural to suppose so—that a certain amount of preference was shown to certain people by the brokers, which in my opinion made it desirable to alter the system.

1705. You spoke, I think, of the difficulties in buying such articles as copper at a village 30 miles from London?—I said 30 miles from London so far as convenience of access was concerned.

1706. The village has 120,000 inhabitants, and of course there are telegraph and telephone communications. I could not, therefore, quite understand your answer; do the contractors wait in your office watching prices before you settle, or do you watch prices before agreeing to their tenders?—In regard to a thing like copper, in which there is considerable variation daily and hourly in the prices, the firms will bring me offers for copper in the morning and expect to receive an answer in the space of a few hours—an hour or two. In fact, it has always been the practice, only I thought it was an objectionable one to continue, to bring the offer up by hand, and to have it settled before the gentleman who brings it goes out of the office. It seemed to me that that was rather rushing things, and I declined to do it in that way. I always think that these things want a little explanation, and therefore I arranged that the tenders should come on to me at 12 o'clock as usual, and I would undertake to give an answer as rapidly as

possible—certainly before that day was out and before the market was closed.

1707. I do not quite understand it still, because it is a question in copper, is it not, of tenders, and therefore you would be influenced by the rate on the tender rather than by your own observation of how the price of copper was fluctuating?—The rate on the tender would be the rate at which a man could supply at the market price at the moment at which the tender was sent in, and, therefore, inasmuch as variations of a pound a ton may occur perhaps in a very few hours, in copper, it was very necessary that he should know with the utmost expedition whether his tender was accepted or not.

1708. In that case is he a broker going into the market to buy or is he a holder of copper?—He may be both, either one or the other; in the majority of cases, probably merchants, but still brokers undoubtedly, too, as well.

1709. But you said, I think, that you had done all that you could to abolish dealing with brokers in metals?—That is so.

1710. Then would there be any great difficulty in settling such a tender, say, at Woolwich, with the facilities which the telegraph and telephone offer?—I do not think it could be settled with the same facility. It is not an insuperable difficulty, but I do not think it would be settled so conveniently as it would be at headquarters.

1711. I think you told us that in case of any special stores you would ascertain whether the tender came from a middleman or not. What steps do you take to ascertain whether the man is actually capable of making the thing or not?—We ask them to state where their factory is. We know all cases in which people manufacture their stores or purport to be manufacturers so far as the custom is with regard to the particular store.

1712. Take a special case, steel balls are an article of very special difficulty in manufacture. A large order was sent to a firm which order proved very unsatisfactory. Did you ascertain whether the firm manufactured balls?—I could not answer that question off-hand without looking at the papers.

1713. Do you know that this firm are agents for firms which you employ, and that a firm which tendered at the same time as this firm, and for 8s. a 100 less, stated that the latter had purchased balls from them?—Without looking at the papers I could not possibly say.

1714. In the case of timber contracts, are you aware that the particulars given on the tenders as regards shipping ports, and so on, sometimes show that the tenderers are offering the same batch of timber at different prices?—It is very possible.

1715. In such cases as that would it not be natural to assume that you were dealing with middlemen and not with the holder of the timber?—In regard to timber it is quite possible that a man may make an offer of timber over which he has control.

1716. As a matter of fact it does happen constantly that the same timber is offered by different people at different prices?—And we choose the cheapest for the same timber. That is the advantage of competition.

1717. I think you said that you would take the opinion of the superintendent before buying any special stores. Are you aware that that rule is not invariably followed by any means, and that in certain cases, without any rule which I have been able to discover, we get the power of saying a word upon a tender for a special store, and in other cases we never hear anything about it until the order is made?—I should like to know the things specifically, please, in which that occurs, if it is a special store, and if we do not follow the recommendation that is made by the Superintendent or the Chief Superintendent of Ordnance Factories—

1718. I have got a long correspondence here, that I need not trouble you with, in which your department pressed for what was really a fourth trial of a firm which offered manganese bronze. You would not, I suppose, know what that bronze was required for?—No.

1719. And you would not perhaps realise that all those trials cost money to my department?—We are perfectly well aware of that.

1720. I mean that we cannot make a trial without expending public money?—Certainly, we know that perfectly well; but we have trials made for the purpose of securing competition. Mr. A. Major.
17 Jan. 1901.

1721. This bronze was required for a rather complicated and costly class of vessels which have to contain air at a very high pressure, on which the entire efficiency of large artillery mountings depends. If I took a bronze which proved a failure afterwards and cast even one of these things I should waste a large sum of money. Do you not admit, therefore, that I am bound to be exceedingly careful what I accept in such cases?—Certainly.

1722. Then what I do not see is why your department should press me to make a fourth trial of a man who had really had a fine chance of showing that he could do a thing and had failed?—Obviously the object in asking for a fourth trial, and endeavouring to get the man into a position to compete for manganese bronze, is solely and entirely to prevent the firm from whom you get the manganese bronze from being able to ask exactly what price they would like. We do not ask you to take the manganese bronze produced by another firm until you have perfectly satisfied your mind that that manganese bronze is satisfactory.

1723. But there must surely be a limit in the amount of trials that you can give to an individual contractor, because it becomes expensive?—There is a limit.

1724. Would you not think that three trials would approximate to that limit?—Without seeing these particular papers, of course, I cannot say off-hand from memory exactly why the fourth trial was wished for upon our part, but it was solely and wholly with a view of getting competition for manganese bronze.

1725. (Mr. Gibb.) Could you tell us what time elapsed between the third and fourth trial in that case?—I could not tell without looking at the papers.

1726. It may be important to see whether there was any change of circumstances between the third and fourth trials?—Quite so. I should require to read the papers to see whether there was any change of circumstances.

1727. (Sir George Clarke.) Do you remember a case when the Financial Secretary pressed upon the Ordnance Factories a purchase of inferior class of spelter on which he afterwards discovered that he had been misinformed?—He may have done so.

1728. I think you spoke of returns that you receive of rejections and delays. Are you aware that no such returns are rendered regularly by the Arsenal?—I am aware of that. We get them in regard to some items of stores—not in regard to all.

1729. There is no general return from the Arsenal of the delays and rejections in the course of the year?—It is incumbent upon the Ordnance Factories in regard to any delay that takes place in the delivery of a particular order for materials to report it to me.

1730. Of course you would not be aware of the number of communications which go from the Arsenal direct to the contractors. In a single year, for example, more than 4,000 communications referring to complaints of delays and rejections would go from the Arsenal. You would not be aware of that, of course?—Not unless they were reported to me. We go on the principle, which is a very proper one I think, with regard to dealing with contracts, that after having made the contract the question with regard to the delivery of the contract is left with the department requiring the supplies. It frequently happens, of course, that a special date may be given for delivery, but there may be questions of urgency crop up in the meantime which may necessitate their asking the contractor to deliver even before the period at which he has promised to deliver, and that part of the procedure is left entirely to the factories. It is only when the delay becomes of a very serious character, and it is proposed to penalise the contractor, or that the question of buying in default crops up in another direction, that it is necessary to refer to the Contract Branch.

1731. There is one other point that I wish to ask you about. When you add names to the names which I suggest to you for a particular contract, and they come back to me as they do in some cases, but not in all, for an opinion, I am placed in this great difficulty; I may know that in the case of a name you put on the added list of tenderers that firm cannot do the work which is

Mr. A. Major.

17 Jan. 1901.

required, but I have not got sufficient legal evidence to justify me in putting that on paper, and, therefore, I shrink from doing so; whereas if I had the power of sending a man to the works I should know the next day whether I could approve or not. It works out in this way, that I cannot in such cases object, and therefore I have to agree, and I frequently do agree, to tenders being placed with people who I have private information cannot possibly carry them out. Do you not see that there is a little difficulty on my part in that case?—I do not think so. All you have to say is that you are not satisfied with receiving your supply from that particular firm. We do not press it.

1732. That would not be quite the point. If I had experience that I could quote to show that the contractor had been unsatisfactory I should, of course, say so at once; and I am sure you would agree with me. But the point is, I have private information with regard to a firm that I know perfectly well cannot do the thing that they are tendering for; and I do not like to put in on paper that this firm cannot do it because I cannot verify it, and therefore I have to accept firms that I know cannot do the work?—I think that is entirely within your own control.

1733. But I have not the power, have I, of sending a man to ascertain whether the work can be done or not?—At this present moment, as you are perfectly well aware, the question has not been very long since before the Secretary of State. He does not consider it desirable that visits should be paid to contractors' premises without consulting the Contract Branch. You send an inspector before whom their supplies may come in the ordinary course after delivery, and it is considered undesirable in the interests of purity of administration that the inspector should be brought into contact with the supplies. It is purely and only the decision of the Secretary of State, not mine.

1734. Of course, as you are aware, the inspector, in regard to such a very important thing as gun steel, actually lives on the premises with the contractor, and that is a vital thing in the case of gun steel?—That is so.

1735. He actually lives and passes the thing for the Service on the premises, and, therefore, surely there cannot be a very great evil, if there is any doubt as to the capability of a firm, if I were allowed to send a man who could tell me in a moment whether they could do it or not.

(Chairman.) I think that is rather a question of policy for the Secretary of State.

1736. (Sir George Clarke.) I rather gather that you do not quite realise what it means to a manufacturer who is under promises which he is urged to keep, and abused if he does not keep, to be kept waiting, as happened to me for three years and one month, for the supply of 250 springs, which were ultimately made by the firm whom I originally recommended. Do you quite realise what great difficulties it places the manufacturer in?—Of course, I realise that. Without knowing the case I cannot give any opinion upon how far the action of the Contract Branch has conduced to that state of affairs.

1737. Surely?—I must have any cases of that kind before me that you have in your mind in order to give this Committee any satisfactory notion or satisfactory opinion as regards how far the action of the Contract Branch conduced to anything of that kind. I really must have the cases, please.

1738. You have spoken of economies made by your branch in supplies, and I am quite sure that your branch has always tried to make economies. You would not be aware, would you, of the economies effected by superintendents; that would not come before you?—In what way do you mean?

1739. To take a case in point. At my request you have purchased lately teak scantling instead of teak logs; the result will be that I shall save more than 6,000l.; you would not be aware, of course, of the effect of that dealing?—That is entirely your business.

1740. You would not know that?—Unless we were told we should not know that.

1741. One last question. You would I think admit, would you not, that we manufacturers have the very strongest motive for securing economy?—You ought to have.

1742. (Sir Charles Welby.) I think I understood you to say just now, in reply to Sir George Clarke, that

the objection which was taken to the Director-General of Ordnance sending persons to inspect contractors in the course of their execution of the contract, was not your objection but the Secretary of State's objection. Would you not modify that in any way?—Oh, no. The Secretary of State decided that these visits to contractors should not take place without the concurrence of the Contract Branch.

1743. In this particular case to which you refer?—Which case do you mean?

1744. In the particular case which you are referring to; the Secretary of State gave his decision in the particular case?—As a general principle.

1745. Is it not the fact that his decision was to this effect: though it was perfectly true as matters then stood that the responsibility for keeping an eye on contractors rested primarily with the Contract Branch, yet did he not lay it down that in future such inspections, where necessary, should be conducted by an official of your branch and an official of the Director-General of Ordnance branch acting jointly?—Quite so, when it was necessary. That is what I mean by saying with the concurrence of the Contract Branch.

1746. Therefore, he did not lay it down absolutely without qualification that it rested entirely with you, and that the Director-General of Ordnance, the requisitioning authority, had no voice in the matter?—I see your point—that is so.

1747. (Chairman.) I think when you come before us again you will be able to answer fully and clear up this matter; but I understood you to say that for a considerable period of years you had gone on getting copper at a high price from a certain firm because some kind of a pledge had been entered into with them that they should supply previous to your becoming Director-General?—Until the demise of the senior member of the firm.

1748. Perhaps you will not have all the facts in your memory now, but when you come back I think it will be of advantage if you can tell us when and under whose authority that pledge was made, and if it was conditional, and so on; because it looks as if a public department had bound itself practically to a single firm at a certain price, quite cutting off all possibility of competition and lower prices?—Pardon me, there was competition always entered into by the brokers, but the point that came under my observation, and I have no doubt it was known, was this; Sir Evan Nepean was the responsible person for making the promise, and it was continued and respected by my predecessor, Sir George Lawson, and inasmuch as the thing was only likely to last for a very short time, as a matter of fact it did only last for about a year after I became Director of Contracts—

1749. But it had been lasting for some years previous to that?—Yes, it was a principle in the Contract Branch to a certain extent to buy these things through brokers.

1750. (Mr. Gibb.) The firm in question, to whom the promise was given, was a firm of brokers?—Yes.

1751. And did you know that the price you were paying for the copper, when the matter came into your hands, was higher than the market price?—No, it never was higher than the market price; we always check the market price.

1752. But the point in the evidence is that you were paying 3l. to 4l. a ton above the price obtainable on the market?—We found afterwards by having this competition, that we sometimes bought copper considerably below the market price quotation.

1753. But the selling price of copper is a known figure from time to time?—Certainly.

1754. Did you know before Mr. Powell Williams called your attention to it, that the price you were paying to this firm was 3l. or 4l. per ton above what I will call the market price?—Certainly not, we did not know that. Mr. Powell Williams of course is responsible for the statement that we were paying 3l. or 4l. per ton more than we ought; I was not cognisant of it to that extent. I do not believe it was anything like so much; there might have been isolated cases perhaps where we paid a little more than the market price. But our check upon it was this—that we never paid more than the market price quoted, but when we went to competition for copper, we found we paid below the market price quoted. That is to say the market price

quotations go from such a price to such a price, and there is a considerable margin, and inasmuch as we took the copper off the market absolutely for consumption people were glad to sell us copper at prices which were really below the market quotations.

1755. There was no promise was there to the broker's firm that they should receive more than the market price?—No, never.

1756. (*Chairman.*) I think we have cleared this up, it comes to this; that you were tied to one particular broker in virtue of an engagement entered into by somebody before you took office, and that the only check upon this broker was that you compared the price he quoted with the market quotation?—That was so.

1757. Now, as a matter of fact (I do not know whether it pertains to copper, but it does to many other articles), the quotation is one thing but the price at which you can actually buy or sell is another?—It is so.

1758. (*Mr. Mather.*) A difference of 3*l.* or 4*l.* a ton in buying copper seems to me so extraordinary that I cannot conceive how those figures can have been used, except as a figure of speech. The evidence you have given now I think would be misleading to anyone reading it afterwards, if you did not prepare a statement as to the real facts discovered when you came to investigate the facts of this case. You will find probably that the discrepancy between the best market price that you could have bought at and the price the brokers delivered the copper for did not show a difference of anything like 3*l.* or 4*l.* a ton?—No doubt.

1759. (*Chairman.*) When you come back I should be very glad if you could clear up this question and let us know upon what authority this engagement was made?—I told you it was made under the engagement of Sir Evan Nepean.

The witness withdrew.

Mr. WILLIAM CODRINGTON BRIGGS HALL examined.

1767. (*Chairman.*) You are, I understand, Assistant Director of Navy Contracts?—Yes.

1768. How long have you been so?—A little over three years.

1769. And you have been in the Navy Contracts Department for some time?—A very long time.

1770. Practically, has all your service been in it?—All except three years in the Transport Department. I joined the old Contract Department in 1865, and it was reconstituted in 1869 and 1870.

1771. Then, naturally, you are familiar with the history of the department for some time back?—Yes.

1772. Will you correct me, if I am not right, in stating that up to 1869 there were six Principal Officers at the Admiralty, who each bought stores under the superintendence of a particular lord?—That is so.

1773. And in that year the system was centralised, and a Superintendent of Contracts was appointed under the First Secretary, who has now become the Financial Secretary?—Yes, the Parliamentary Secretary.

1774. And the Superintendent of Contracts, as he was then termed, is now called the Director of Navy Contracts?—Yes.

1775. And the Director of Navy Contracts would now buy on requisitions from all the various supplying departments, with the exception of ships and engines which are bought by the Controller of the Navy, and works, in which case the orders are given by the Director of Works?—That is so.

1776. Those are two excepted departments?—Yes.

1777. Otherwise he would buy for all departments?—Yes.

1778. We have a memorandum here of "Instructions for the Director of Navy Contracts," which, I think, will avoid the necessity of our troubling you with very many questions, as it is very full, but I should like to ask you for short explanations on one or two points. Paragraph 4 in the Instructions says, "To ensure the supply of articles of satisfactory quality, care must be taken to obtain them only from persons or firms of repute (not, however, excluding resort to persons and firms in a small way of business in suitable cases), and for this purpose the system of limited

1760. Under the authority of the Secretary of State?—Acting under the authority of the Secretary of State.

1761. (*Mr. Beckett.*) What *quid pro quo* was given, may I ask, for this promise to deal exclusively with this firm of brokers; what *quid pro quo* did they give for this privilege?—Only that they had been buying for such a long time, and when I was asked to renew the pledge to another firm I distinctly declined to do so in the interests of the Service.

1762. (*Sir Charles Welby.*) When you said just now that this arrangement which was made by Sir Evan Nepean with this firm of brokers was made, I think you said, under the authority of the Secretary of State, you did not mean to convey to us that the Secretary of State necessarily had any cognizance of such an arrangement?—No.

1763. (*Chairman.*) In regard to this question of copper, would you give us some statement, as clear and intelligible as you can make it, showing, so far as you can state it, what the result was of this change of system, so as to give us some measure of the economy effected by your change of system?—It is very difficult to do that.

1764. Well, you can think over it?—I will see if I can do it. We estimated that in buying copper under the new proceeding we saved from 1*l.* to 2*l.* a ton by the arrangement—that we saved 4,000*l.* or 5,000*l.* a year; but I do not say, of course, that that 4,000*l.* or 5,000*l.* went into the pockets of the brokers in any way.

1765. (*Mr. Mather.*) Moreover, copper varies so much from month to month that you may sometimes buy through a broker much cheaper than you can in the open market?—You may.

1766. There is no hard-and-fast rule for it?—No.

"tenders should be encouraged in preference to general invitations by advertisements. In such case, other matters being equal, the principle of accepting the lowest offer should prevail," that is to say, that with regard to each particular class of articles, you have a list of contractors from whom you invite tenders?—Yes.

1779. And that, as a general rule, you would accept the lowest tender from a person on that limited list?—Yes, almost invariably on the limited list, because we put on one level all those on the list; there may, of course, be exceptions noted against them, that some are only to be taken for small orders, or some other restriction of that nature.

1780. But I have heard of a similar list, in which you would have put against contractors for a certain article, "These men are good for orders of 20,000*l.*," "These men are good for orders of 5,000*l.*" and so on, according to their capacity?—Yes, practically we act in that way.

1781. And when we speak of accepting the lowest tender, I suppose in the lowest tender the element of time always enters into the consideration?—Yes, we have to take that into consideration, also whether we know they are likely to carry out their promises as to time. Some have failed in time before, and then that would be considered of course.

1782. But do you not remove a man from the list when he has failed?—If it is a bad failure we should, but these limited lists are nearly all select firms.

1783. But if you wanted an article at all urgently, and the question of time was important, although the price was rather higher, you might give it to a man who you were quite sure would be punctual?—Yes, it is occasionally done.

1784. Are these lists of contractors often revised?—They are continually being revised. People apply daily. We have a system of noting whether they tender when they are invited to; and when they are put on the list, we tell them that if they do not tender for three consecutive years, they will probably be taken off again; the list is weeded out in that way. Some people apply and get on the list, and apparently are satisfied with getting on and do not tender; or, perhaps, when asked are so full of business that they do not tender.

Mr. A. Major.
17 Jan. 1901.

Mr. W. C. B.
Hall.
17 Jan. 1901

Mr. W. C. B.
Hall.
17 Jan. 1901.

1785. That is to say, a man might attempt to get on to your list to give himself prestige or standing, although he has no real intention of tendering for the Government at close prices?—I think that is done occasionally; then we take them off when they do not tender.

1786. Then you meet that by taking the man off unless he has actually made tenders in three years?—Yes.

1787. Is that done from time to time?—It is done annually now. We invite them to tender; when we find they have not tendered for three or four years, we send them a form with the invitation asking if they really wish to stay on, and then, if they do not tender, we do not keep them on.

1788. If they say they wish you to keep them on?—Then it is a matter for consideration whether they should stay on or not. The object of some in applying is to be qualified to supply shipbuilding contractors in their own neighbourhood.

1789. Who puts a man on the list. Who are they recommended by?—Generally on their own application. Then we get references, if they say they have done business with the War Office we inquire of the War Office; if they give us the names of large shipbuilders and people of that sort, we inquire of them. We are perpetually inquiring about people from bankers and others.

1790. Who makes those inquiries?—The Director of Contracts, both for his own business and the Controller's, as to financial condition of firms.

1791. To continue that paragraph 4 of the Instructions, it proceeds: "As regards Machinery and Special Articles, he is to confer with the head of the department concerned as to the firms to be invited to tender." Is that done?—Yes, that is frequently done. In the case of large shipbuilding materials, for instance, we agree the list of firms to be invited with the Director of Naval Construction. Probably his officers would have inspected the works and reported on them, before the firms were put on the list, or have previous experience of them.

1792. But as regards less technical articles, you would not confer with the head of the Supply Department?—No, there would be no occasion; it would only be bothering them unnecessarily and losing time.

1793. When he put forward a requisition, would he sometimes put forward a recommendation that the orders should be given to such and such firms?—Yes, they do recommend firms sometimes.

1794. And if you do not accept that recommendation do you confer with the department?—Yes, we should as a rule.

1795. If you varied from the recommendation?—Sometimes we know they are mere repetitions of what the dockyard put on the demand, and they very often put on the name of the people who did the work before. If we know that, we do not trouble about it, we ask people on the list.

1796. As a rule you would be inclined to try if possible to deal with the firm recommended?—Yes, the firm recommended is mostly one that we know, but only one of them.

1797. In paragraph 10, on page 2, it is stated that "In regard to tenders received for special articles, or for supplies, as regards the nature or quality of which he may desire advice or information, or as to which the head of the department concerned has expressed a wish to be consulted, he is, before submitting a tender for acceptance, to obtain the opinion of the head of such department"?—Yes, that is regularly done with big things, or anything out of the way.

1798. But whatever the article is, if the head of the department has expressed a wish to be consulted, he would be consulted?—Yes.

1799. It is always open to him to express that wish?—Yes, he does occasionally; generally for the purpose of ascertaining his liability before the order is given.

1800. Under paragraph 15 it is stated: "The Director of Navy Contracts has no responsibility for the examination of stores, but it being necessary for the proper performance of his duties that he should be generally acquainted with the character of goods supplied by contractors, he will be furnished by the examining officers with such information and reports upon their quality as he may from time to time

"desire." Does that mean that during the execution of an order you have means of sending down and watching its progress?—We have no means of sending down. It would, perhaps, be better if we had. We, however, get monthly returns of rejections and annual returns showing how contracts have been executed. We could inquire also if we wanted to.

1801. What arrangement would you employ in making that inquiry?—We should write to the dockyard, or whatever the establishment was, and ask them how the contractor was getting on, if we had any particular reason for wanting to know.

1802. And they would send down an examining officer?—No, they are there on the spot; the examining officers belong to the dockyards or victualling yards.

1803. But would the officer who would examine the progress of the order be the same officer who afterwards had to inspect the articles and decide whether they should be accepted or rejected?—We should inquire of them through the Admiral Superintendent. I think you must mean sending to people at the works?

1804. Yes?—We have overseers at the important works for things like armour plates and ship plates.

1805. Are those overseers under you?—No, they are agents of the Using Department, but make returns of progress to us which we pass on to the Using Department. If any action is necessary, we take it on these returns in consultation with the Using Department.

1806. Are they the same officers who afterwards may have to inspect and decide whether the goods should be received or not?—They inspect during construction. Some goods are passed on their inspection; other goods are liable to be examined again before being accepted at the yards.

1807. But might the officer who has examined the work in progress of construction be afterwards detailed for receiving and examining the goods when delivered, so that he might possibly find himself in the position of having to decide upon the acceptance or rejection of articles supplied by works on which at one time or other he would have lived to watch the progress of the order?—The only chance of that would be if the officer who was at the works, say, last year had been promoted to constructor, or to some other post at the dockyard at which they were to be delivered. That might happen, but it is not likely as a rule. It would be quite exceptional if it did happen.

1808. Under paragraph 19, I see that the Director of Navy Contracts "is to keep himself well informed of, and call the attention of heads of departments to improvements and changes in the designs or qualities of the different stores required, and to new inventions, so as to secure to the Service the best and most suitable articles." Is that an important part of his duty?—Yes, a very important part of it.

1809. You are able to do that, not from having any particular technical knowledge, I suppose, of manufactures yourself, but from the experience that you have gathered?—We go down and see the works occasionally, and people point that it would be better to adopt a trade article, than to have something special that will cost a large amount of money to make.

1810. You go down to see?—That is an important part of the Director's duty.

1811. But in order to do that, it is not supposed that the Director should have technical knowledge of any particular trade?—No, gumption is the main thing.

1812. Common sense and experience?—Yes. Of course you hear different accounts from different people as to what should be, and you must weigh them as best you can.

1813. Are you familiar at all with the system in force at the War Office?—No, I am afraid not.

1814. You have no practical knowledge of it?—No, I have never been brought in contact with it.

1815. Are there many complaints as regards delays in the execution of your contracts?—Yes, a good many sometimes. When trade is good, it is very often difficult to get people to deliver; but we took some very drastic measures about a year ago, and they have considerably improved in that respect.

1816. What were those drastic measures?—We struck a lot of people off the list for continuous delay, and declined to consider any appeal until they had been off 12 months.

1817. Did you enforce any other penalties, fines?—We buy in default occasionally when that will hasten the supply.

1818. You do not often inflict fines?—We do not have fines in the Contract Department, except for beef, or a few minor things like that.

1819. You have the remedy of buying in default?—That is the main thing that we rely on as a cure, but the careful selection of the firms is prevention. It is held that penalties raise prices against the Government and deter firms of good standing from entering into business relations with the Department.

1820. When a requisition is put forward to you, does it state in the requisition that such and such articles are wanted by such and such a date, or are they asked for at the earliest possible time?—Dates are very often named; sometimes an impossible one; but the great bulk of our stores are bought under annual requisitions; we know generally when they are wanted, and leave it to the contractors to name their time for delivery in tendering.

1821. That is to say, you confer with the contractors as to the time?—Yes, and the time they name is of course considered with their price. If it were anything outrageous that we could not wait for, we should ask if they could name an earlier date, or pass them over. As a rule we buy a year's stores at once, and the delivery can be spread pretty well over eight or nine months.

1822. But when you have fixed on a date like that with a contractor, does he often fall into arrears with it?—Yes, he does, I am sorry to say. A great deal of our work consisted in keeping contractors up to the mark, but the principal part of that work is now thrown on the receiving departments; we used to do a great deal of it at the Admiralty. That threw the work of eight or nine outlying establishments on the central office. It is better done at the outposts; if there is any failure, they send up to the Director of Stores or the Director of Victualling; they pass the papers on to us, and we commence to worry the contractors ourselves.

1823. It is your business to worry the contractors yourselves on their demand?—Yes, as a last resort.

1824. (*Mr. Beckett.*) In paragraph 11 of these Instructions, it says: "When the ordinary procedure cannot be strictly followed on account of urgency he" (the head of the department that is) "may without previous sanction accept the lowest tender, and decide upon any offers respecting which, in his opinion, immediate action is required;" therefore the ordinary routine can be set aside in times of urgency?—Yes.

1825. Do you find that the heads of departments as a rule are ready to take advantage of that liberty that is given to them, are they ready to act on their own responsibility?—That paragraph applies to the Director of Contracts after he has obtained tenders.

1826. Then the heads of departments, I understand, in times of urgency have no special liberty given to them to accept the lowest tender in their own district?—They have authority to buy up to a certain amount, I think it is 20% at the dockyards.

1827. Only to a small amount?—But they do give orders occasionally in cases of emergency, and ask us to back them. Supposing a ship in dock wants some composition they telegraph to the maker for it, and ask us to confirm the order, which we do as a rule.

1828. Do you consider that any system which gave full permission to heads of departments to make their own contracts would be as satisfactory as the present one?—No. They would compete together, and so split up orders that no manufacturer would accept them.

1829. To prevent that competition, it is better you think that all tenders should come to the Director of Contracts?—I think so, certainly. Otherwise the advantage of buying wholesale would be lost.

1830. (*Mr. Mather.*) That is assuming that all their requirements are of the same character?—Yes, and of course they mostly would be to identical patterns.

Decentralisation may be a very desirable thing, but in the case of manufactured articles made to identical patterns, it should take place after the goods have been purchased. This lesson has been strongly impressed on my mind by my experience at the Admiralty. We have six Dockyards, each provided with a carefully selected pattern and a specification, yet it is a con-

stantly recurring complaint from manufacturers, that one receives and another rejects, goods made at the same time, by the same men, from the same lot of material, in the same looms or with the same tools.

If this occurs under a single contract held by the actual manufacturer, what varieties are likely to creep in under eight or nine different contracts placed with middlemen, who may not be in touch with the actual manufacturer? It is frequently argued that middlemen may sometimes be able to supply more cheaply than a manufacturer, and this may occasionally be true if job lots are required, but it can hardly ever be true of things required to pattern and specification. Admiralty contracts are nearly all limited to manufacturers, and the necessity for identical examination is fully recognised, though difficult of attainment. It is secured, however, in some cases, by having the supplies for all yards delivered at a single one, or by sending samples of deliveries at all yards to a single one for examination; and, in others, by examination at the works or at the port of shipment.

1831. (*Mr. Beckett.*) I see the Instruction says, in paragraph 19a that the Director of Contracts "is to keep himself well informed of, and call the attention of, heads of departments to improvements and changes, &c." Do the manufacturers call his attention to any changes that have been made?—Yes, they growl sometimes at old fashioned patterns; they say, "This is made in an antiquated way, cannot you alter it"?

1832. I suppose a good deal depends upon the Director of Contracts himself. If he is not an active enterprising man, a great many changes and alterations may be made, of which he would have no cognisance at all?—Made by whom?

1833. In the trade?—Yes, certainly. The Director or his Assistant should be able to spend about a third of his time in this way.

1834. As you say, unless he has gumption?—Yes, and goes about among manufacturers and talks with them. He has various opportunities of interviewing them; they come up to the office frequently, and if you encourage them to talk you get a lot of information; but of course it takes time.

1835. But in order to work the system as efficiently and economically as possible, it is evident under this paragraph that a great deal depends upon the personal ability of the selected officer?—Yes, that is so in most cases; a great deal depends on the individual.

1836. Then again paragraph 21 says: "To ensure that the specifications, &c. are correct, he is to consult the head of the department concerned, whenever it is proposed to renew a contract of importance, as to whether any alterations are desired"?—Yes.

1837. In the case of the head of the department concerned recommending a certain firm, would the Director of Navy Contracts be ready to accept that recommendation as a rule?—I think so. We should inquire as to standing and so on if we did not know it already, but generally the firm recommended is one we do know.

1838. (*Sir Charles Welby.*) I think you told us just now that in regard to certain special kinds of stores there was a system under which the Supply Department kept watch over the contractor's proceedings, or that they had local officers who superintended it?—Yes, and those officers send periodical returns, showing the state of the work, which come first to the Contract Department.

1839. Is there anything analogous to that in regard to general stores?—No, only the special.

1840. What are we to understand by special kinds of stores; could you give a rough description?—Armour plates, chain cables, ship plates, and many other things that are tested at the works.

1841. Then in regard to any other than the special stores, is there any machinery for keeping contractors up to the mark, and ascertaining during the execution of the contract that they are busily employed on the contract, and not setting it aside?—I am afraid there is not. We are open to improvement in that direction.

1842. You regard that as a weak point in the system?—Yes. The Yard will hasten them if they do not keep their time.

1843. That is, the Requisitioning Department?—Yes, the establishment that has to be supplied, the consignee of the goods.

Mr. W. C. B. Hall.

17 Jan. 1901.

Mr. W. C. B.
Hall.
17 Jan. 1901.

1844. They will hasten them by writing to them?—Yes; they have a form and a regular system by which to do it; and if they do not produce any effect upon them, they come to us to help them.

1845. What means have the Yard of finding out whether the contract is being properly executed or not; how do they ascertain delays?—Only by the fact that they have not got the things delivered.

1846. That is not until the delay has actually occurred?—No, but it is allowable to hasten stores urgently wanted before the due date.

1847. But is there no machinery for ascertaining delays in the course of the execution of contracts?—Only in the case of armour plates, and things of that sort, made under inspection.

1848. Supposing that it is desirable to institute some method of watching over contractors' proceedings, would the responsibility for that under your system rest with the Director of Contracts, or with the Requisitioning Department?—It is with the Requisitioning Department now. They have to do what we call the hastening; there is a regular system of hastening continually going on.

1849. So far as it is provided for at all, it is in the Requisitioning Department?—Yes, they call us in if they fail, and then we act.

1850. And you have no responsibility for it till then?—No, but it might be an improvement if we had some means of inspection for preventing the contractors falling in arrear. If you mean a system of inspection to see that the contractors have started work and are keeping at it, that could best be done by a travelling inspector, under the orders of the Director of Contracts.

1851. I think the Director of Navy Contracts is a civilian, is he not?—Yes.

1852. What was his previous experience before he became Director of Navy Contracts?—He was Director of Stores.

1853. And before that?—Before that he was Inspector of Dockyard Accounts.

1854. He has always been an Admiralty official?—Yes.

1855. How did he begin official life, as a clerk in the Admiralty?—Yes, through the Civil Service Commission.

1856. And his whole experience has been inside the Admiralty?—No; he happened to have been detached for some years to Portsmouth Yard, on Indian Transport Service, otherwise in the Admiralty.

1857. I suppose the same is true of yourself; your experience is of the same kind?—Yes.

1858. And, generally speaking, the whole of the Director of Navy Contracts Branch is manned by the ordinary staff of the Admiralty?—Yes.

1859. And do you find in practice that the efficiency of the work of the Contract Branch is affected by the fact that the members of it have not had any technical training, or special technical knowledge?—No, I think not, because we have technical knowledge all round us; if we want to ask a question, we can go to anybody in the Constructive Department, or Medical Department, whichever we are buying for; they are quite close at hand, and we can always go and inquire, if there is anything in a technical way we want to know.

1860. In fact, you find that the only necessary qualification for carrying on the work of your branch is, as you said yourself, gumption?—Yes, combined with experience of the work.

1861. (*Chairman.*) I think I might supplement that by what Mr. Childers said in evidence when the change was made; he stated that the qualifications of the Director of Navy Contracts should be those of an intelligent man of business.

1862. (*Colonel Miles.*) You have nothing to do with the contracts for guns, gun-mounting, yard machinery, &c., they do not come through you?—No, they come under the Controller.

1863. But are the majority of the stores you deal with such stores as those for which specifications are required?—Yes.

1864. Or are they more or less stores in the ordinary way of trade and business?—No, a great many of them have very minute specifications.

1865. A great many are ordinary stores?—Yes.

1866. Then after you make the contract, the heads of departments are responsible for all the duties in regard to hastening the contract, and seeing that it is carried out?—Yes.

1867. It passes out of your responsibility?—It passes away from us unless there is some complaint against the contractor that we have to deal with about delay, a complaint as to rejection, or anything of that sort.

1868. With regard to these stores, you said the Director of Navy Contracts has been in other departments which have dealt with stores; you mentioned the yard at Portsmouth?—Yes.

1869. He would have a considerable technical knowledge of stores, would he not?—Yes, you pick it up in course of time.

1870. In addition to contract knowledge; he would not be a mere clerk, but a man who had been accustomed to large stores?—Yes, accustomed to large transactions. The duties of seniors are more properly described as "administrative" than "merely clerical."

1871. And in addition to the mere clerical duties, there are certain other duties. Do you perform any duties in seeing to the technical nature of the stores; you do not watch them at all while they are being made?—No, they are watched by the officers appointed as overseers, &c., representing the Using Department.

1872. (*Sir George Clarke.*) I take it from your evidence that your branch regards itself as a body established to serve, and to assist, and not to interfere with the using departments?—Yes, we do not interfere with them. They give us specifications and patterns, and we buy to them; they are responsible for the patterns.

1873. You are directed in one of the instructions to confer with heads of departments. I take it that your branch is not in the habit of over-riding wishes strongly expressed of departments?—No, unless it is a considerable financial business, and then of course we should report to the Financial Secretary on it; but anything of that sort seldom occurs.

1874. Then your branch would raise no objection to expert officers from the using departments visiting the works at any time to find out what contractors are doing, or to satisfy themselves that the contractors are capable of performing the contract?—No.

1875. It is their duty?—Yes, with regard to a great many things.

1876. Then, practically, there can be little friction arising between you and the Requisitioning Departments?—Very little. There is a little occasionally. Sometimes we may think they are not dealing quite justly by the contractors, and a little friction might arise over that. We have to keep both sides in good humour—the contractors and the users.

1877. Then, practically I take it that the work goes on smoothly because the departments regard you as their natural helper?—Yes, I think so.

1878. You said, I think, that one of the principal and most important duties of your department is to move about, and keep in general touch with the trade and with the manufacturers?—Yes.

1879. Of course if a store urgently required for the purposes of war were purchased direct by the using department, you would not lodge a complaint to the First Lord?—I do not know. They might interfere with our operations at the same time; that is the awkward part of it. The Yards have authority to make small purchases only.

1880. If there is no question of interfering in any way, but simply doing a thing which is urgently needed for the needs of the Navy at sea?—We should probably propose to give an order in confirmation of theirs to put it in form; but if, in time of emergency, everybody took to buying on their own account there would soon be chaos.

1881. You do not regard your department as special department, more or less directly under the First Lord, and therefore completely independent of the Naval Members of the Board?—We are more particularly under the Financial Secretary. He is really our chief.

1882. And he is, of course, a member of the Board, on terms of equality with it?—Yes, he acts as Financial Lord. Our contracts go to the Superintending Lord of the Using Department as well as to the Financial

Secretary for concurrence and approval, if they are over 100*l.* in value.

1883. (*Mr. Mather.*) I take it from the first paragraph of these instructions to the Director of Navy Contracts, that you buy everything for the construction of ships in the Dockyards?—Yes.

1884. From the iron and steel to all the equipment of a ship?—Yes, everything.

1885. Up to its completion?—Except the machinery. If the machinery were bought whole from a firm of engineers, the Controller would arrange the contract.

1886. But all the smaller equipment, what we should call the auxiliary machinery of the ship, would that pass through your department?—The auxiliary machinery goes with the other if it is bought whole; a great deal of machinery is made in the Yard; then we buy the pieces, castings, and so on for them to work on.

1887. But small machinery for the equipment of a ship?—Dynamos, and engines, and things of that sort do you mean?

1888. I mean smaller machinery, not the large engines, smaller auxiliary apparatus, electrical appliances, for instance, throughout the ship; would that go through your department?—Not the dynamos and engines. All the electric fittings would, such as cables, lamps, switchboards, &c.

1889. The wiring would of course?—The wiring is done by the Dockyard. We buy the wire, and it is put up by dockyard labour.

1890. I understand that there are certain portions of the fittings of a ship building in the Dockyards which you require to have provided from outside manufacturers, which you do not order?—I think we order everything except going machinery.

1891. Except running machinery?—Yes.

1892. But all the stationary plant for the ship you would order?—Yes, building material, steel, timber, valves, and things of that sort.

1893. Things you would buy in the market wholesale, such as valves and cocks?—Yes. They are bought of course from a very select list.

1894. It would appear from the letter of this instruction, and I presume it is the spirit of it—perhaps you will tell us whether it is so—that the heads of departments are continually brought into contact with your department, and have frequent consultations with you, independently of written communications?—Yes.

1895. There is a perfect *entente cordiale*?—Yes; not only with the heads of departments, but all through. If we get a requisition in which we do not understand something, we go immediately over and ask if they can explain it; we get it done verbally, and very likely they will alter the requisition on the spot if it is not quite clear to us. Personal communication is enjoined in the instructions.

1896. The spirit of your department (apart from the letter of the instructions) is to work hand in glove with the heads of departments, whom you recognise always as being, after all, the responsible men eventually to bear the brunt of anything that is done wrong, or to have the credit for anything that is done right?—Yes, they are the users of the goods, they provide us with patterns and specifications, and all we have to do is to buy to them, and get the work done as quickly as we can.

1897. Then as regards this responsibility to which attention is called in the instructions by italics in paragraph 14, "Heads of departments, through their local officers, are primarily responsible for securing fulfilment of contracts and delivery of purchases by the agreed times." That I presume would include for the fulfilment of contracts satisfactorily?—Yes.

1898. In all respects, perfectly, according to the specifications and requirements?—Their people see to that entirely.

1899. So that you appear to be perfectly answering the description given by Mr. Childers; putting your services, the services of your department, in the highest possible sense, you are acting as highly intelligent business men to assist the technical staff at the Admiralty to do their work in the shortest possible time and in the best possible manner; and in that sense you are agents really, acting for them throughout the country?—Yes; and of course we save their technical time.

1900. You enable them to devote their technical time to technical purposes, and you save them all that which is purely business?—Yes.

1901. By applying common sense, and, as I gathered from your expression to other members of the Committee, also your experience, for no high official of your department is appointed without his having had some knowledge of the Dockyard work, more or less?—Yes.

1902. No official is appointed to a high position in the Contract Department without having had some sort of knowledge of the stores required?—The knowledge you pick up in the Contract Department in the course of years.

1903. Whatever that knowledge is has come from experience?—We are always seeing patterns and talking to people about them, and occasionally going over them with specifications.

1904. You have been for some time in connexion with, in the atmosphere, so to speak, of the Dockyards; that is what you have been accustomed to for many years?—Not in the Dockyards.

1905. In connexion with stores in the Dockyards?—No, not actually in the Yards: we have a pattern room in London; we see the things there, we know what they are.

1906. You have been associated, I understand, with the requirements of the Dockyards in the form of stores by seeing them pass through your department?—Yes, we, generally speaking, know all about them.

1907. (*Chairman.*) But, as a rule, anybody occupying your position would be recruited in the same way; he would enter the service in the same way as the rest of the clerical staff?—Yes, he would come in through the Civil Service Commission.

1908. But you pass into that particular department and generally gain familiarity with it?—Yes, you soak it in through the pores, as it were.

1909. You have no actual preparation for it in the Dockyards?—No.

1910. (*Mr. Mather.*) But I presume no one would be appointed to a responsible position such as yours who had not had the probation of passing through the Dockyards?—We have nearly all been right through the offices in the Admiralty. Mr. Miller, the Director, had been several years in a Dockyard; but that is rather an exception. We go down to the Dockyards occasionally on business of the Department. I was familiar with several Dockyards before I entered the Service, and have lived in one some time.

1911. You attach, I presume, very great importance to the instruction to the head of your department that there should be visits paid continually throughout the country to various firms to ascertain what is going on?—Yes. That has not been done of late years quite so much as it might have been, because the work has been growing and growing with the increase of the Navy, and recently the additional work caused by the war has made it difficult to get away from London.

1912. But you do attach great importance to it?—Great importance.

1913. I may say in that connexion that the practice assimilates most closely with that of large manufacturing firms, whether public companies or private concerns, throughout every trade in the country?—Yes, they see the works that they deal with.

1914. Their agents must be constantly moving about to know what is being brought out from month to month, or year to year, so as to inform their principals as to what they should do in future?—Yes.

1915. To that you attach very great importance?—Yes; from my experience I attach very great importance to that.

1916. (*Mr. Gibb.*) You said that the dates of proposed delivery of stores were frequently specified by the requisitioning Departments?—Yes.

1917. And that they sometimes specify impossible dates?—Yes.

1918. Do you find that there is a tendency to do that?—No, as a rule they do not specify any date; they say "urgently wanted," but occasionally they put in a date that is impossible.

Mr. W. C. B. Hall.

17 Jan. 1901

Mr. W. C. B.
Hall.
17 Jan. 1901.

1919. They try to make up for the delay in sending the requisition by suggesting a date for delivery, that practically cannot be obtained?—I do not think it occurs in that way, I think the demanding yard, the outlying establishment, names a date, and questions arise upon the demand, financial or otherwise, and a long time elapses before the requisition reaches us, and then the date that they have named has almost expired. It sometimes gives the makers of the goods less time than the makers of the requisition.

1920. You said that the Receiving Departments look after the hastening up of the contracts?—Yes.

1921. And that formerly that was done by the Contract Department?—Yes.

1922. So that I think you have had experience of both systems?—Yes.

1923. And I understand you to say that your experience leads you to think that the present system is the best?—I think so, certainly. You see if you concentrate the work of seven or eight establishments in the Central Office, the mere writing of the letters takes a lot of time, during which the information as to the state of the contract gets stale. The information must be supplied from the Yards, and it is much better that the officers should use it themselves, invoking the assistance of the Department only when they fail to get any satisfaction from the contractors.

1924. I notice that the very full and clear printed instructions for the Director of Navy Contracts are dated the 1st January 1894?—Yes.

1925. Had there been instructions previous to that date?—Yes, and there had been for about 25 years, I should think. They are revised from time to time as experience shows to be desirable.

1926. Do you find in the Admiralty great benefit from all the duties of the branches being so clearly and fully set out as is done in these printed instructions?—Yes, it is a great benefit. We do not interfere with one another in consequence. We know our own business and stick to it.

1927. Each branch clearly knows its duty from these instructions, and there is no danger of friction you think?—No. That was the origin of the instructions being printed, so that everybody in each department should know; and then they do not propose any interference.

1928. (Sir George Clarke.) Do you exercise a reviewing power over contracts made by other departments?—Contracts made locally?

1929. Yes, or outside?—We criticise them sometimes; we ask why they did this, that, or the other, or point out something not in accordance with the instructions. They come from Home and Foreign Dockyards and Commanders-in-Chief.

1930. Is there any criticising department exercises its functions over you?—Only the Auditor-General, I think, beyond the Superintending Lord and the Financial Secretary.

1931. (Mr. Mather.) The Accountant-General?—No, the Auditor-General; he sees the papers almost immediately, and asks peculiar questions sometimes.

1932. (Chairman.) You are probably aware that there is a department here in the War Office under the Director of Army Contracts?—Yes.

1933. Which is manned, I believe, by clerks who have come into the Service through the Civil Service Commission examination in the ordinary way?—Yes.

1934. Some of them pass into that department?—Yes.

1935. In your opinion would the experience which they are likely to gain in that department in the ordinary discharge of their duties be sufficient to qualify them to discharge efficiently a duty such as the Assistant-Director of Navy Contracts discharges at the Admiralty?—I should think so; I do not see any reason why it should not.

1936. That is practically the way in which the heads of the Director of Navy Contracts Department at the Admiralty gain their experience?—Yes, and of course

the experience you gain in going through the office is a great help to you when you reach the top.

1937. (Sir George Clarke.) But sufficient experience would not be gained by being brought up in the office and sitting there always?—No, you get to be the head of a branch, and then the head of the branch is sent away to examine factories or goes to a Dockyard to superintend an arbitration, or on some other business, and so picks up information. The heads of branches also are in frequent contact with contractors and technical officers of the Admiralty.

1938. (Mr. Mather.) Will you tell us what number of staff you require in your department from top to bottom?—We have about 30.

1939. All told, including the Director?—I think that is the actual number, either 30 or 33; we have three additional men on account of the war; I think they make 30, but we require strengthening. A cheap Contract Department is an expensive institution.

1940. What amount of money do you turn over in the course of a year?—About seven and a half millions.

1941. And the items, I suppose, are very numerous?—30,000 or 40,000, I should think. There are long schedules of items.

1942. (Mr. Gibb.) Does that seven and a half millions include stores manufactured in Government departments, or only stores purchased?—Only stores purchased.

1943. (Mr. Mather.) I asked you what your turnover was?—Yes, that is it. A great deal of it is of course beef, and things of that sort.

1944. Consumable articles?—Yes, Home and Foreign.

1945. (Sir Charles Welby.) Do you find these regulations in practice, easy and satisfactory to work under, as they stand here?—Yes.

1946. There is no point in them that you would wish to see materially altered, if you had your own way?—I think not. We are quite satisfied with them.

1947. (Colonel Miles.) Are there local contracts as well?—Yes.

1948. Dockyard contracts?—Yes.

1949. (Mr. Mather.) You do not happen to have an abridged list of the articles you have to buy, apart from food and consumables?—There is a book called Naval Store Rate Book; others for the Victualling, Medical, &c., services; they contain everything.

1950. You buy all sorts of nautical instruments?—Yes, but most of what you call nautical instruments belong to the officers themselves—sextants and things of that sort.

1951. You buy guns?—No, we do not. The Controller of the Navy buys guns—I think through the War Office.

1952. There is a certain line at which you stop. I was trying to get at it, where your duties end?—Special things like that, the Controller prefers to buy himself. Those are not included in the seven and a half millions. The division is made according to the Vote in the Navy Estimates.

1953. (Chairman.) I think that is explained at the head of the instructions: "The Director of Navy Contracts is responsible for the purchase of all stores, supplies, and machinery of authorised patterns, as articles of store, required for the use of Her Majesty's Naval and Marine Forces and Establishments, and for the conclusion of all contracts in connexion therewith, excluding only contracts for ships and their machinery, for guns and gun mountings, and for yard machinery"; those are excluded?—Yes.

1954. Those are under the charge of the Controller of the Navy?—Yes. The Financial Secretary does without the assistance of the Contract Department in dealing with the Controller's and the Works contracts.

1955. (Mr. Mather.) You buy no kind of gun?—No. All guns are in the Controller's Vote. We have nothing to do with them, unless some questions as to patents arise.

The witness withdrew.

Mr. WILLIAM PAYNE PERRY examined.

Mr.
W. P. Perry.
17 JAN. 1901.

1956. (*Chairman.*) You are Principal in the Contracts Division?—That is not quite correct now. I was Principal. I am now Assistant Director.

1957. That is practically the same office, is it not?—Yes, the duties are the same.

1958. And you have discharged those duties under the name of Assistant Director or Principal since 1897?—That is so.

1959. Were you in the Contracts Department before?—I have been in the Contracts Department since 1882.

1960. Since you entered the War Office?—Practically.

1961. Have you been in more than one sub-division of the Contracts Department?—In every sub-division but one.

1962. We have had from the Admiralty a printed paper, and a very clear paper it is, of Instructions to the Director of Navy Contracts. Are there any printed instructions to your department corresponding to that?—There is nothing corresponding to it. We have instructions handed down from prior Committees which have guided us, but nothing printed in that way, giving us distinct and definite rules.

1963. There are various regulations and instructions which have been given to the department from time to time, but they have not been brought together and summed up in a compendious copy of instructions like those?—Well, one or two Committees, the Purchase Committee in 1874, and a prior Committee, did draw up some instructions or regulations which the Director of Contracts followed, and those instructions have not been cancelled; therefore they still hold good. But they have been somewhat modified by later instructions.

1964. But you have no clear and comprehensive instructions up to date?—We have not.

1965. Would it not be of considerable assistance to the department if you had such instructions?—I think so.

1966. Both to the department, and as defining your relations to other departments?—I think if there is any trouble to-day, it is partly due to a lack of definiteness.

1967. That is to say, where you come into contact with other departments you do not dovetail in. The way you are to dovetail in is not laid down with great precision, and when, as between you and other departments, there is a sort of vague and debateable land; is that not so?—I do not know that it is quite that. I think it is rather that when we try to put into force the regulations and general instructions given to us from time to time and in the past, for lack of complete detail the people against whom we put those instructions into force do not quite like it.

1968. But, then, if you had a definite set of instructions, like those of the Navy, drawn up quite clear and precise, and you showed them to anybody who was complaining, there would be an end of the matter?—Certainly. I agree that if we could have those instructions, which we believe to be our instructions, and which nobody disputes to be our instructions, more clearly defined in detail, it probably would strengthen us, and prevent a certain amount of objection to the spirit of the instructions being put into use.

1969. Your instructions being, some of them at any rate, old, I suppose have been a matter of rather varying interpretation from time to time?—No, I think it is rather this: We are informed that we are the authority for purchases, and if it were laid down definitely that we are more than that—that we are to check and control all purchases—if it were brought up to date and specifically laid down by authority, by Order in Council, or any other method, that we really are the authority for this sort of thing, it would be accepted more freely than the mere spirit is accepted.

1970. What do you mean by checking and controlling purchases?—We understand that the Financial Secretary is charged with the duty of controlling all purchases; that is to say, that he either makes them or supervises them. We find very frequently that some local officers will, without authority, make inquiries and commit the department to a purchase.

1971. How do you mean commit the department?—By placing an order. For instance, the Principal Ordnance Officer at Woolwich will go round the trade.

1972. But he has only a limited power?—He has a power originally limited to 10*l.*, now increased to 25*l.* He has done such a thing as go round the trade and say, "I want a certain article," and practically promise to give an order, and then say he did so because he thought he could do it better than the Director of Contracts; or perhaps not quite so clearly as that; he would say that he thought it was good for the Service that he should do it, and when we tell him he was wrong in doing it, he does not like being told he is wrong.

1973. Do you mean to say that he actually commits the department?—The officer actually commits the department. A case occurred only a day or two ago. A Royal Engineer officer, at Salisbury Plain, has given an order for some huts. He had no authority to order them, and, moreover, the huts are not required; so that not only has he ordered something he ought not to have done, but he had no business to order at all. We have had to report that case, and he is, I believe, to be reprimanded for going beyond his instructions.

1974. As regards the question whether those huts were desirable or not, that is not a matter on which you could express an opinion?—No. He has been guilty of two faults. He thought four huts were required, and before he knew whether they were required or not, he ordered four huts. That is the first error.

1975. You would not be the department to determine that in any case?—No; it was an error against his superior officer at the Horse Guards.

1976. It would be an error against whom?—The Inspector-General of Fortifications.

1977. That of course does not come within our cognisance. Assuming for the moment that he committed that error, has he actually ordered the huts?—Leaving out the three huts that he ought not to have ordered, he orders one without authority to order one.

1978. In excess of any power he has to make small purchases?—Yes. Some officers like to give these orders, and they do not like afterwards to be told that they should not have given them.

1979. As a matter of fact do they frequently give these orders?—There is a desire to give these orders undoubtedly.

1980. But a great many of us may desire to do things without doing them for various motives?—Perhaps.

1981. (*Mr. Mather.*) Was it in an emergency that he ordered these huts?—There was no emergency.

1982. (*Sir George Clarke.*) But you would not be the judge of the emergency?—We are not the judge of the emergency, but are told whether they are required urgently or not. If there had been a great hurry about it, he could have telegraphed up to ask whether he could order, and we frequently agree to their order in an emergency; but there was no emergency, and yet he ordered.

1983. (*Chairman.*) But how did he commit you?—By giving the order.

1984. And it was impossible for you, if you had wanted to, to repudiate that order?—Yes. We frequently have to confirm these orders. It is very much like an agent being sent out by a firm to make inquiries, and that agent committing the firm and then asking for a covering authority. We give those covering authorities, but it is not business.

1985. But as a general practice the tenders are returned at the office of the Director of Contracts, and he decides upon which tender shall be accepted; is not that the case?—He decides with the concurrence of the head of the department concerned; he does not decide by himself.

1986. Now, do you always confer with the head of the department concerned—the requisitioning department—as to which tender shall be accepted?—Yes, unless by consent the reference is dispensed with.

1987. Always?—Always, unless by consent—invariably.

1988. I am, of course, quite willing to accept that answer; but do you think the heads of the requisitioning departments would confirm it?—Yes.

1989. Would they not say that tenders are sometimes decided upon without their being consulted?—Only by

Mr.
W. P. Perry.
17 Jan. 1901.

consent. As you raise that point, perhaps I might say something more about it. If ever anybody imagines that they are committed without reference, it must be through ignorance of the arrangements. For instance, it is arranged with the Ordnance Factories that no tenders shall be referred to them if they make no recommendations. If they leave their demand a clean sheet, the Director of Contracts, by consent, deals with the tenders without reference. If they make a reference, and the Director of Contracts proposes to override that recommendation, a reference must be made. But it is quite possible that some officers at Woolwich might not be aware of that arrangement; it is an arrangement made with the head office at Woolwich.

1990. In the instructions issued at the Admiralty to the Director of Navy Contracts we have this paragraph 10, the second half, "In regard to any tenders received for special articles or for supplies, as regards the nature or quality of which he may desire advice or information, or as to which the head of the department concerned has expressed a wish to be consulted, he is" (that is the Director of Contracts), "before submitting a tender for acceptance, to obtain the opinion of the head of such department." That instruction would make it clear, not only to the Director of Contracts Department at the Admiralty, but to everybody else in touch and doing business with that department, that if the head of a department did wish to be consulted with regard to the acceptance of this or that tender, he has only got to express that wish and he must be consulted. But there is no knowledge of that, in your opinion, amongst many of the officers of the supply departments?—No, I do not say so; there should be complete knowledge amongst all of them. I am trying to see if I could explain how it was that you imagined that possibly somebody was not aware of it. The arrangements are in writing, and well known. As a matter of fact the system in daily use, and is much stronger than that paragraph there. The departments concerned are asked for their concurrence much more freely than is suggested in that paragraph.

1991. In fact, in accordance with the Admiralty Instructions, when it is not a question of a special article, the head of the department concerned, if he expresses a wish to be consulted is consulted; but, according to you, in the War Office the head of the department would always be consulted, unless an arrangement not to consult him had been arrived at by consent?—Certainly; it is a much stronger case than that. With regard, for instance, to the tenders for the Inspector-General of Fortifications, every tender is referred to him. We never accept an order without first putting the tender before the Horse Guards.

1992. (Mr. Gibb.) Can you give us the writing in which you say the arrangement is expressed?—Yes, I could furnish it easily.

1993. (Chairman.) By the Horse Guards you call the Inspector-General of Fortifications?—Yes, it is only for brevity that we use the expression. With regard to the Ordnance Factories, every tender is referred where a recommendation has been made and we propose to accept somebody who is not recommended. With regard to the Director-General of Ordnance, only important tenders are referred; they are so numerous that it is agreed between the Director-General of Ordnance and the Director of Contracts that ordinary tenders shall not be referred unless asked for, and when they are asked for they are referred.

1994. Then they should not be referred, even though the recommendation of the Director-General of Ordnance may be set aside?—He does not make one. If he does make one of course we refer, but it is very exceptionally that he makes one.

1995. Therefore there would be no case in which the recommendation, if made by the Director-General of Ordnance, would be set aside or over-ridden without consultation with him?—No, we absolutely wish to do our duty. If the Expert Department expresses any wish, even if we think it a wrong one, we should distinctly make a point of referring it; otherwise the office arrangements fall to the ground. The slightest suggestion of a desire is quite sufficient.

1996. On the part of the requisitioning department the slightest expression of a desire would be met?—It is absolutely sufficient.

1997. Mr. Major, when he was here, told us that part of the duty of the Director of Army Contracts was informing himself as to all the sources of supply

throughout the country, and the Assistant-Director of Navy Contracts has told us that he and his department when they can, visit the establishments in the manufacturing districts about the country, and so keep up their knowledge and acquire fresh knowledge. As a matter of fact, in the Director of Contracts' Department at the War Office, is anything done in the direction of actually visiting establishments in the manufacturing districts and so on, or is all the information which you gather gathered from what comes into you at your room at the Central Office, in seeing contractors and people who visit you there?—A great deal is done by visiting; visiting is quite as much a system at the War Office as at the Admiralty, only from lack of staff it has not been carried out quite so efficiently in the past. I have been in the branch 18 years, and from the day I was there visiting the centres and particular firms has been the system. I have been about myself, and my subordinates are always going about; I suppose we have somebody going from the branch once a fortnight; it is quite a recognised system.

1998. When you say it has not been done as much as might be desired owing to shortness of staff, do you refer particularly to the unusual and abnormal stress of work during the war, or to the period before the war?—The branch has never been properly staffed in the 18 years that I have been there.

1999. You have, I believe, about 60 clerks?—At the present moment we have 62, omitting myself.

2000. At the Admiralty, I believe, the Director of Contracts has about 30?—They have had no pressure. Before the war we had 30.

2001. (Mr. Gibb.) What would be the value of the stores?—The value of the stores is about four to three. The Director of Army Contracts deals with about four to the Director of Navy Contracts's three—four millions to three millions. It is, roughly, eight millions to six millions. But with regard to that, even the proportion of value is not a sufficient guide. The Admiralty deal with a very clearly cut store arrangement. They have ships, and each ship has its store marked out for it, and therefore they can deal with the thing on a satisfactory system; they can usually systematise their orders so as to go to the trade about once a year for one particular article. The War Office has to supply the Army in various quarters, and the Colonies, with a great variety of stores; and partly, I should also think, from the absence of sufficient reserves, at times, the orders are very frequent. We may have demands for the same article week after week. Consequently, for the same value of goods the amount of trouble involved is very much greater.

2002. (Chairman.) You have told us that in the course of your service in the Contracts Department you have been in every sub-division except one?—Yes.

2003. Were you in the sub-division which deals with miscellaneous manufactured articles in metal and wood, machinery, ironwork, and so on?—Yes; I have been in every department except the one dealing with food supplies.

2004. While you were in that sub-division, did you actually go down to the manufacturing centres and establishments?—I have been to Birmingham two or three times, to Sheffield once or twice, to Newcastle, to the silk district, but not to very many other places. I myself have not been about so much as I should like to have gone, simply because I could not easily be spared.

2005. About how long were you in that sub-division?—It is difficult to say, because the arrangements have been modified. I have been dealing with miscellaneous stores in one way or another practically ever since I came into the branch.

2006. In whatever subdivision you have been you have made visits?—I have not made many myself. I believe in the system very much, and the practice is to follow it as far as possible; but we have practically had to have one or two men going about for that duty instead of doing it ourselves, because otherwise we could not keep the work going.

2007. When you say that you have had to have one or two men going round, you mean subordinates in the branch?—Yes.

2008. Upon whom would that duty generally fall—upon the head of a subdivision or one of the seniors?—We have had to make the best arrangement we could. One or two men have been more sent than others. One

gentleman, who is now a Staff Clerk, has been used considerably.

2009. (Mr. Gibb.) You say that you have not been able to make systematic purchases at certain times of the year, as is done in the Admiralty?—Yes.

2010. And that is because requisitions come into you at odd times throughout the year?—Yes.

2011. From your experience do you think it would be possible to systematise those requisitions so that you could, as far as practicable, make annual purchases?—Yes and no. It would not be possible under the present financial arrangements to make annual purchases for Ordnance Factory materials.

2012. It would not be possible, because financial regulations would prevent it?—Yes.

2013. Apart from that would it be possible?—In some directions, most certainly.

2014. To any substantial extent?—It hangs so much upon the date on which the Ordnance Factories get their orders.

2015. That is a financial matter?—That is not only a financial matter; it is not the Director of Contracts' business to say whether it is possible or not; the orders for the factories are given by the military authorities, and I should imagine they would have difficulty in giving those orders at one time of the year only, because they do not know from time to time when the patterns will be settled, or various other questions that might postpone the orders.

2016. I was only following out what I understood to be rather your own suggestion, namely, that you were placed in a comparative difficulty by the odd times that the requisitions reach you?—We are placed in a difficulty. The difficulty is, I suggest, partly due to the miscellaneous orders which the military authorities have to deal with compared with the Navy, who are dealing with a few definite ships, all fitted out on somewhat similar lines.

2017. But if the difficulty is a real one, which injuriously affects the public service, there is some authority that can deal with it?—It affects the public service in giving us more labour. I said that it would not be fair to merely look at the question of the value of the stores placed by the Army as against the Navy, without considering also the intrinsic nature of the orders, which renders them more troublesome in placing, and therefore gives more labour. It is undoubtedly possible that a system can be adopted which would to some extent render it not so bad as it is. We try for it, we press for it.

2018. Do you say you did press for it?—We have tried many times. We have pressed for it.

2019. Whom have you pressed?—We have pressed the military authorities for it.

2020. Who would that be?—It would be the Director-General of Ordnance at the present day.

2021. You take that question up to him?—We take that question up to him repeatedly; we have pressed it with him and his predecessors.

2022. And what has been the reply?—The reply is that it is impossible to anticipate the requirements better than they do. If I may take a case in point, we have been asked during the present pressure to buy such things as tarpaulins to cover stores out in South Africa. I think we have been asked something like a dozen times to go into the market for tarpaulins and sail covers. From a business point of view it was very unsatisfactory to disturb the market a dozen times for the same article, apart from the question of the labour involved. If we could have known at the beginning of the war, or at a certain period in the war, that we might have bought 50,000 it would have very much facilitated the purchasing them economically, and it would have been very much better too from the point of view of our own labour. But the answer of the military authorities was that they could not possibly anticipate the number of covers required, that they cabled out to the front to ascertain whether more would be wanted, and the reply was that no more would be wanted; and then a further cable would come a week later asking for more.

2023. At all events, I understand you to say that from the point of view of the Purchasing Department it would be a distinct advantage if you could get your

orders to purchase at definite dates for the largest possible quantities?—Certainly.

2024. Instead of these orders being given at different dates during the year?—Yes.

2025. (Mr. Mather.) Of all the military departments that you have to serve, I presume the Quartermaster-General's Department is the one that gives you least trouble, inasmuch as your relation to the Quartermaster-General and his official staff is chiefly in the purchase of consumable articles and perishable articles?—In which sense do you mean the least trouble.

2026. In the sense of any friction or want of cordiality or understanding?—But there has been no want of cordiality and there is no friction. I admit no friction.

2027. With that department?—With any department. There may be friction with individuals; there is no friction with the department.

2028. I will narrow my question down to individuals. In the Quartermaster-General's Department the nature of the services that you have to render to him does not, of course, admit of much friction between the individuals of that department and your branch of the service?—So far as the actual arrangements go they are on identical lines; we treat and deal with the Quartermaster-General and his department in exactly the same way as we do with any of the departments.

2029. Excuse me, I want to point out that the very nature of the stores required for that department differs so much from the nature of those required by all other departments that no question of technical knowledge or technical experience comes in. In going to market and buying so many tons of beef or perishable stuff, that is a simple matter; so that I quite understand that with that department you can have no misunderstandings; but when you come to the Inspector-General of Fortifications and the Director-General of Ordnance, is it not frequently the case that you have differences of opinion with the heads of those departments on matters of a technical character affecting very much the technical work for which they are responsible?—No.

2030. The evidence before us is very much to the contrary. I am not putting the question without ground for it. I merely want to ask whether you have felt any amount of friction existing?—I should like to say very much more about it, but I have not read the evidence which has been given before this Committee, and so I cannot speak with regard to it. But I will try to make clear what I mean. There is no more technicality involved, from the Director of Contracts' point of view, in meeting the requirements of the Director-General of Ordnance than there is in meeting the requirements of the Quartermaster-General; they are, from a contract point of view, absolutely on level terms; we have no more difficulty in meeting orders for the Director-General of Ordnance, or for the Ordnance Factories, or the Inspector-General of Fortifications, than we have in meeting orders for the Quartermaster-General. From a contract point of view, it is as difficult and as easy to make a contract for supplies as it is to make a contract for stores. The inspection, the technicalities, are in the hands of the military authorities. The Quartermaster-General inspects his forage and his meat; the Director-General of Ordnance inspects his stores; each draws up a specification for his stores, and we consult each before we place the order.

2031. Then, may we take it from you that in ordering highly complex machinery, electrical machinery, steam engines, mechanical appliances, scientific appliances of all kinds, and so on, that are required in these two departments to which I have referred, you simply act as agents, as, so to speak, the channel through which the requisitions of those scientific officers pass to the contractors—that you have no kind of option yourselves in placing contracts for such very important articles, but that the specifications and instructions connected therewith come direct from the officers in question, and you perform, and blindly perform—subject, of course, to receiving tenders from various selected firms—the will and pleasure of those gentlemen?—If I said yes I should say that we were a post office; and we are not a post office.

2032. Excuse me, but do you say yes or no?—I say neither; I say that with regard to the technical side of

Mr.
W. P. Perry.
17 Jan. 1901.

Mr.
W. P. Perry.
17 Jan. 1901.

the question we never have disputes. This is what we do. Take the case, for instance, with regard to the engines that are now being used for emplacement for electric light about the country; the Inspector-General of Fortifications suggested that only one firm was a fit firm to produce those engines. We said, "We are willing to accept that at present on your expert authority, but we must ask you to consider this question from a wider point of view." We placed the orders at his request; we made the formal contracts. As making formal contracts we are bound to look into the question and see that the price is correct, that the contract is a correct contract, and to keep a record and watch the transaction. We brought that matter forward from time to time, and at last we said to him, "We think it is time that we should see whether we cannot get other engines equally good for the purpose." He agreed, and we went to competition, and he agreed with us that it was desirable to place another engine in competition with that particular engine for that purpose. We have had that competition, and we now have two engines in lieu of one for doing the work. That is where we come in. We do not pretend to say that we know the details of an engine; we never pretend to do anything more than our duty; we never in any way attempt to dictate or interfere with any expert officer with regard to expert matters.

2033. Since you have already referred to the instructions given to the Director of Navy Contracts, you know that from those instructions are withheld all orders of supplies which consist of running machinery and what we may generally call scientific plant; the Director of Navy Contracts has no power to order anything of that kind?—The Director of Navy Contracts does not deal with quite so many stores as the Director of Army Contracts does.

2034. I am not now speaking of the quantity of stores, but of the nature of the stores, and I say that these scientific articles are not dealt with by the Director of Navy Contracts?—The Director of Navy Contracts does not deal with the variety of stores, with the different classes of stores, that the Director of Army Contracts does. The subject was considered by a Committee years ago, and the Committee stated that they thought there should be one purchaser for the War Office, that they did not propose to interfere with the Director of Navy Contracts, as it had been agreed to that, he should not do all this work; but that their view was that where possible the Director of Navy Contracts should be brought into line with the Director of Army Contracts.

2035. (Chairman.) If I may venture to attempt to interpret Mr. Mather for a moment, I think the question rather is, are you aware that the purchases of certain scientific articles such as ships, and certain machinery and guns for the Admiralty, are excepted from the duties of the Director of Navy Contracts, that is to say, that he purchases for all departments except for the two departments which are excepted, for which he does not purchase?—Certainly. There are three departments for whom he does not buy.

2036. You were aware of that?—Perfectly. He does not buy for the Director of Works; he does not buy ships, and he does not buy, or did not buy, scientific instruments for the Hydrographic Establishment.

2037. (Sir George Clarke.) You spoke of a Committee that furnished a sort of a charter for the maintenance of the business of the Contract Branch. Were the proposals of that Committee formally adopted by the Secretary of State?—Yes.

2038. Then practically you regard your functions as defined by the order that the Financial Secretary controls all purchases, that is really the charter of your powers?—Yes, and that bears, I think, upon the question which Mr. Mather asked me just now, and which I did not fully answer, namely, whether we had any difficulties in dealing with the Quartermaster-General's Department, and whether they were not more easy to deal with than other departments; and he suggested, that by the nature of the stores we had not the same difficulties. There is not a great difference in the nature of the stores; it is rather in the acceptance of those regulations as laid down for us. If I may take a case in point, some local officers, as I said before, like doing their own business. If the Principal Ordnance Officer or the Chief Ordnance Officer at Pimlico goes out of his way and buys things which we think he ought not to buy, he is supported in doing that by the Director-

General of Ordnance. The Quartermaster-General has under him at Woolwich Dockyard his chief inspecting officer, called the Deputy-Assistant Adjutant-General, for Supply Inspection. That officer has to inspect all the goods bought for the Quartermaster-General, and he, like some other officers, is very anxious to do his own business. We point out to the Quartermaster-General that it is incorrect for that officer to buy that we can buy them better and quicker; and he says, "Most certainly it is your duty, and not my officer's." That is why there is no friction.

2039. The fact that the regulation enjoins that the Financial Secretary controls all purchases, and the further fact that it is the Financial Secretary who is in closest touch with the Secretary of State, confers large powers on your department, does it not, especially from the fact which you have stated, that your department has no regular instructions issued to it?—It confers very large powers certainly, but then they are always subject to criticism. I mean to say that they are checked by the fact that we have to act in concert with every head of a department for whom we buy.

2040. But my point is rather that you wield greater strength from the nature of your position, and the undefined character of your instructions, and your close position with respect to the Secretary of State, than the departments which confer with you?—I do not see how we can. We call for tenders for stores that they ask for; they lay down the conditions on which those stores are placed. We call for tenders and put those tenders to them, saying, "We propose to accept so-and-so," and they agree or they do not agree. If they agree the order is placed; if they do not agree it goes to the Secretary of State for settlement. In what sense can we have more power than the departments for whom we buy?

2041. I think you said that the Principal Ordnance Officer at Woolwich was rather apt to take matters into his own hands, and to commit your department to certain things that you did not like to be committed to. Might it not be the fact that the Principal Ordnance Officer does that sort of thing very properly in the interest of the service, because time is exceedingly pressing in connection with the South African War, and would not such an emergency as that fully justify him in the action that he took?—Perhaps I was rather wrong in selecting Colonel Steevens, the Principal Ordnance Officer; I do not think he has offended very much in that way; I should rather select the Chief Ordnance Officer at Pimlico. Emergency undoubtedly is the excuse. The question is whether anything is gained by breaking regulations. The Director-General of Ordnance, for instance, decides that he requires 10,000 garments. Across the passage is the Director of Contracts; at Pimlico is the Chief Ordnance Officer. If he would ask the Director of Contracts to buy those garments, he can move at least as quickly as the Chief Ordnance Officer at Pimlico. In the one case it is his duty to do it, in the other it is not his duty to do it. The one has a complete list of firms to go to and all the machinery for doing it; the other has no list and no machinery.

2042. Then from the point of view of the Contracts Department it would be regarded as an offence to act in an emergency in the way that the Principal Ordnance Officer acted in regard to certain matters, as he has explained to us?—We do not call it an offence. I am afraid that is where the idea of friction comes in.

2043. I think you used the word "offended"?—We do not call it an offence. It is an offence against the regulations. Against the Military Department it is not used as an offence. We try to live in perfect peace with all men. With regard to any criticism which we put forward, we put it forward to the superior officer; we do not go to the offending (I use the word again) subordinate, and say, "You must not do this"; we go to the superior officer and say, "Do you think this is right?" The superior officer is inclined to say sometimes, "I think he did the best he could, and we should accept it"; we say, "Yes, we think he did the best he could," and we accept it; but we do not think anything is gained by it. We check, we do not blame.

2044. Now, with regard to visits of inspection; is it not the fact that they are rather of a modern nature? When they went to visit some cordite factories the other day, would not it be one of the earliest of such visits?—No; but with regard to that I would like to say a little more. The visit to the cordite factories was not at the instigation of the Director of Contracts.

Personally, and Mr. Major would agree with me, it is not a sort of duty that we go in for. A full investigation of the manufacture of cordite involves, certainly, to some extent, scientific knowledge. At the same time the method of production is simple, and therefore a man with common sense, and the knowledge which we possess, can do pretty well. But it was at the direction of the Financial Secretary; it was in connection with an error of judgment, I think, on the part of the Director-General of Ordnance in having previously sent his officers without consulting the Director of Contracts. I will say a little more: It is, as I said before, absolutely a system of the Contract Branch to make personal visits to the trade. The object of those visits is two-fold: first, to ascertain the capabilities of the trade, and, secondly, to make personal inquiry in connection with complaints or other difficulties. The Contracts Department makes inquiries into capabilities only when it requires common ordinary commercial knowledge and common sense to judge of those capabilities. If we want to know whether a firm is able to make scientific instruments for the department, and, if so, which description of scientific instruments, we do not send a member of the Contract Branch. Theoretically, we ask the Director-General of Ordnance to assist with an officer to accompany one of our representatives; but owing to the shortness of staff, we usually dispense with the Director of Contracts' representative. Consequently, for some years the usual practice has been, where a scientific knowledge was required, to send a military officer only.

2045. Then the point is, that you object to military officers going to these firms, but you are not always able to send an officer from your department to accompany them?—We do not object to their going; we ask to have them sent, but we like to have someone going with them; we ourselves ask to have them sent; we are very glad of their assistance, but we say that they should not go except at our instance. The capability of any firm for contract work is a contract matter; we keep the records; and the Secretary of State has recently confirmed that view. The cordite visit began in this way: We heard that contractors for cordite were being visited by a military officer; we inquired why he was going; we were told that he was going to ascertain the capabilities of these firms to carry out contracts. We simply said, We think that the starting of an inquiry of this sort is for the Director of Contracts. We put that to the Secretary of State with the Director-General of Ordnance's remarks, and the Secretary of State maintained our position. In the meantime the Director-General of Ordnance, finding that the question was under discussion, stopped the visit of his experts. The Director of Contracts was told to send his officers off immediately to make the inquiry, and we arranged with the firms that this should be a preliminary inquiry only, and that probably a further inquiry would be made afterwards. The representatives of the Contracts Branch made a very excellent report—so excellent a report that the Admiralty Store Officer says it fully answers all purposes—and that report was put to the Director-General of Ordnance, with these remarks by us: "We have made this preliminary report under instructions. Are you satisfied that it is sufficient, or do you consider that a further report is necessary?" The Director-General of Ordnance put the question to the Admiralty, the Admiralty put it back to the Director-General of Ordnance, who referred it to his expert officers. Our position in the matter, I think, was perfectly sound and correct.

2046. I have only two more questions to ask you which will only require very short answers. The Director-General of Ordnance has recommended that travelling inspector experts should be added to your department, and the Treasury has been approached on the point. The addition of those travelling inspector experts would seem, would it not, to indicate that your department had up to the present time been slightly weak in performing its inspecting duties?—It has been weak. I acknowledge that it has been weak, solely because we have not had the staff.

The witness withdrew.

LORD HALIBURTON, G.C.B., called in and examined.

2064. (Chairman.) I believe you were Director of Supplies and Transport from 1878 to 1888?—Yes, and Assistant Director for a number of years before that.

2047. You are aware that five years ago I made a strong recommendation that triennial contracts should be entered into for certain stores for the Arsenal; that I showed at considerable length that there would be a great saving; that I scheduled the stores which could be obtained in that way, and gave a list of a year's probable demands. I gather that you are not unfavourable to such a proposition as that?—No. There is one thing you must excuse my saying; amongst those items you included petroleum.

2048. No, I had nothing to do with petroleum?—Then you included turpentine?

2049.—No, I do not think so?—Yes.

2050. It is not a thing I should include?—That proposal did not come from you?

2051. No.

2052. (Chairman.) Without going into details of the articles in question, supposing that there were articles that could be dealt with on that system, would you or would you not approve of the system of triennial contracts?—Three-year contracts have advantages within certain limits, but may I say something more?

2053. I think at this moment we want an answer to the question, and no more.

2054. (Sir George Clarke.) And three-year contracts act beneficially in regard to the barrack services?—Three-year contracts are good if the requirements are fairly even and the market price fairly uniform; otherwise they are bad.

2055. (Colonel Miles.) You have referred to what I think you have almost called the indecent tendency of the military to make purchases in certain cases without referring to you. May I ask you are those cases that you refer to more particularly in the districts themselves or in those departments which are round us here. Do you often find them in the districts?—These things do not happen every five minutes; they are quite exceptional. It was only in explanation of the suggested friction that I mentioned them.

2056. They are quite exceptional?—They are quite exceptional.

2057. Do you not think it is conceivable that when they are made there is some answer on the part of the military, as to their having been made, that they have some reason for it?—No officer who is a proper servant of the State will do a thing without reason.

2058. Then you admit that they are done with good reason?—I admit that the intentions are good, not the results.

2059. Do you not think that cases of emergency may arise when it is absolutely necessary that they should do so for the efficiency of the Service?—Most certainly, and we agree to them with pleasure.

2060. When you spoke of that particular case which has been referred to, of the visitation of cordite factories which was made without your concurrence in the first instance by the Director-General of Ordnance, that paper went forward; you go direct to the Financial Secretary, do you not; you minute him direct?—Yes.

2061. It is not necessary in all cases that there should be other minutes besides your own paper; you take a case direct, and take his decision?—It is usually put to both sides.

2062. (Mr. Beckett.) You say that it is the business of your office to check and control the heads of departments; do you not think it is rather the business of your office to help forward and promote the business that has to be transacted by the department?—Yes; when I say check and control, I do not mean to say stop; it is just the other way round. The friction does not come from us; there is not the slightest desire in any way to check in the sense of stopping; it is in the sense of helping.

2063. You mean to say that you do not consider that you are ever unduly obstructive?—On the contrary, I think very often we are not obstructive enough.

Mr.
W. P. Perry.
17 Jan. 1901.

Lord
Haliburton,
G.C.B.

Lord
Haliburton,
G.C.B.

17 Jan. 1901.

2066. Therefore I suppose you have a very extensive acquaintance with all the duties of the Supply Department, and also came into contact a great deal with the Contract Department in this Office?—Yes, I think we had six military expeditions in those 10 years.

2067. And that brought you frequently into contact with the Contract Department?—Yes, daily.

2068. Were the functions of the Contract Department in the Office in those days, as far as you know, similar to the functions of the Contract Department now as regards the Quartermaster-General?—Yes, I do not know of any change in it. He made all my contracts for me.

2069. Did you have any reason, while you were occupying that position, to be seriously dissatisfied with the Director of Contracts Department on account of delays or misunderstandings, or otherwise?—No, never, I think. I always myself dealt directly with the contractors the moment the contract was made, and if there was any difficulty I sent to the contractor, and then, if I could not manage the contractor and get things delivered in the way they ought to be, I called for the intervention of the Director of Contracts.

2070. That is to say, you kept watch over the order while it was in progress, in order to see that it was being satisfactorily carried out, and no delay would be likely to arise?—Yes.

2071. How did you do that?—I did that by the various officers at the depôts where the things were to be received.

2072. Through the officers who would inspect and receive?—Yes; and in war time I had, when necessary, daily reports made as to what had come in at various places, so that I might know how a contract was going on, and if I found delay I sent for the contractor.

2073. You sent for him, but you would also send one of these officers to visit his establishment?—Yes, they constantly did that. Our main depôt was at Woolwich, which was where I had the chief reports, but we also had depôts at Liverpool and other places in time of war.

2074. Were those officers officers who might afterwards be charged with the duty of pronouncing whether the articles received from the contractor which they had inspected on some other occasion should be received or not?—Yes.

2075. It has been stated here, and I think a decision has been recorded in the Office, that officers who are employed to inspect or pronounce on the rejection or reception of goods should not be employed to watch the progress of an order while in execution on the contractor's premises. That must have been a decision subsequent to your tenure of this appointment, I suppose?—Yes, it must have been on some special grounds, I suppose. Ordinarily, the man who inspected the supplies which came in was not the head officer of the depôt; it was one of the subordinate officers, but the head man would be the man responsible to see the contracts were being carried out; the inspector had to see that the deliveries were up to standard.

2076. I think the theory now obtaining at the Office is that it might be dangerous in the public interest if the inspectors, who had afterwards to decide on the rejection or acceptance of goods from a contractor, should be put into such close touch with the contractor as might be involved in their being about his establishment looking to the progress of an order?—That might possibly be the case. I should think it perhaps would be better to employ other than the men who had finally to decide on the quality of the goods to be delivered. The inspectors, as a rule, I should imagine have quite enough to do with the inspection of the delivered articles.

2077. Apart from having enough to do, it has been laid down, I believe, that the principle is a wrong one, as involving a danger. What do you say as to that?—It is a constitutional maxim that too much confidence in individuals is never desirable.

2078. There seems to be some uncertainty at the present moment as to who is exactly responsible for supervising the progress of an order while it is being carried out, and I think we may take it that it is generally admitted that there is some weakness on that point: because there is a proposal now before the Treasury, which we believe is going to be accepted, for arming the Director of Contracts with two

special officers as an experimental measure in the first instance, two travelling inspectors, whose duties would very largely consist of supervising the progress of orders throughout the country. What do you say as to that?—I certainly should never in my time have adopted that course. I would expect the executive officers of the Army, who were dealing with those things, serving at a particular depôt, to see that the supplies came in, and, if they did not come in, to report it.

2079. In your opinion, supposing further agency is needed for supervising the progress of orders, that duty ought not to be attached to the Director of Contracts?—No, I think an expert officer acquainted with the Service should do that; a Director of Contracts cannot be an expert in the supply of all the stores to the Army, and, therefore, I should say you should draw the man you want to make that inquiry from the department which is being served with those stores. They are both servants of the War Department with the same interests to serve.

2080. In spite of the possible danger which there would be in putting these inspecting officers in contact with the contractors?—But he would be only technically an inspecting officer; there are many officers in these large depôts, and anyone might be sent. I think there is a staff of inspectors, but it would not be necessarily one of those men, though I should think occasionally they might be employed with perfect safety.

2081. I think we understand those are the men employed at the present time?—I do not see any objection to it.

2082. Are you aware what is the practice of the Admiralty?—Yes, I know generally.

2083. On that particular point?—Yes, on that particular point. They employ their Director of Contracts a good deal—I think more than we did in old days—I cannot say what is done at present. I am three years out of date now.

2084. We understood that the inspectors from the various receiving departments of the Admiralty do supervise?—They do, but the Director of Contracts does also.

2085. They appeal to him if there is any difficulty, and he presses and hastens the contractor, does he?—Yes, and that is a sound system, I think.

2086. Two criticisms have been passed on the Contract Department by various persons who have been before the Committee. One criticism is that the Contract Department is a mere fifth wheel in the coach, and is surplusage, and that the work of purchase might be done equally well by the Supply Departments, and that as a matter of fact the Contract Department has no knowledge of where the articles can be got economically, promptly, and of good quality, but is in fact simply a department which opens tenders. Another criticism is that apart from being surplusage the department of the Director of Contracts is rather a mischievous intervention, and that where a Supply Department has recommended that an order should be placed in a particular quarter, that recommendation is sometimes set aside by the Contract Department, presumably acting under the desire of widening the area of competition as much as possible. What would be your view as regards those two criticisms?—With regard to the first—about the fifth wheel to the coach—you will always find, I think, the tendency of every sub-department is to desire to get the whole business into its own hands. Well, the business of a Government cannot be carried on on those lines; you must have check and counter-check, and I think it is a desirable thing that the man who is dealing with the stores and paying for them should not be the sole person to decide where they are to be got from. I think it is a wholesome thing to have a check, and if the Director of Contracts is fit for his post, and people under him work properly, he must know a great deal more about the general trade of the country than any particular department can know; he ought to know a great deal more, and presumably he does know a great deal more.

2087. With regard to the criticism that the intervention of the Director of Contracts is sometimes prejudicial to the public interest in setting aside the recommendations which are made, what do you say?—I cannot quite understand that, because if the Director of Contracts sets aside the recommendation, say, of the Quartermaster-General, where the particular things

are to be bought, the Quartermaster-General has only to appeal to the Secretary of State and have it settled.

2088. And there would be no difficulty and delay in getting that appeal through?—No, none whatever.

2089. I may say that we have a conflict of opinion upon that?—There is always a delay in discussion, but it ought not to be a delay of more than a day I should think.

2090. I suppose if the work was carried out in a satisfactory manner, such questions could not arise; there would be closer contact between the Supply Department and the Director of Contracts?—My impression is that the regulation provides for it, and that in making the contracts he has to do it in communication with the head of the department.

2091. Then the question is how far that regulation is or is not sometimes followed?—As I said just now there is a desire on the part of the heads of departments to get things into their own hands, and no doubt the Director of Contracts likes to get things into his own hands, too; but you must look to the head of your office to keep things in order.

2092. Do you mean the Permanent Under Secretary?—The Permanent Under Secretary, if he finds they are not working harmoniously, ought to bring it to the notice of the Secretary of State and settle it. Every man in office now and then wants to be brought up and made to do his duty, perhaps in a way he does not altogether quite like himself.

2093. I rather gather that you would attach importance to the office of Director of Contracts as being an office for collecting and bringing together very considerable information about markets and prices all over the country?—Yes, I found it very valuable. I had not time myself to inquire into the course of trade in various things. That was his business, and I had only to go to his room to find out all I wanted.

2094. You found he was in possession of a considerable stock of knowledge?—Yes.

2095. Were you aware how he procured that knowledge?—No, I do not know all his machinery, but he was constantly in touch with the people dealing with these particular things I wanted; he knew all about them, their names and the extent of their business, and where their sources of supply were.

2096. Did he, in your knowledge, either himself or by officers of his departments, visit the establishments of contractors?—Yes.

2097. Was that a recognised part of his duty?—That was a recognised part of his duty. Occasionally he would go and see the contractor's establishment, in the case of a large contract going on.

2098. In your opinion could he do that usefully; without having technical knowledge?—Of course not so usefully as if he had technical knowledge, but if he is a business man with his head screwed on the right way he must get great advantage from seeing these things; in fact he educates himself in that way.

2099. Then it follows, does it not, that assuming the staff of the Contract Department is too small to allow of men being detached for visiting establishments in manufacturing districts, your opinion is that a proper Contract Department ought to be of sufficient strength to allow that important work to be carried on?—To allow of the general examination of contractors' establishments in order to learn their capacity, but I do not think for the technical examination for the turning out of particular stores; that ought to be done by the heads of the particular departments concerned.

2100. I am alluding to the visits of officers to manufacturers and finding out the sources of supply, and so on?—I was under the impression that was done occasionally.

2101. Apparently they do it occasionally, but they have been so overworked, or the staff is so inadequate, that they have not been able to do it?—Possibly now, yes.

2102. Even before the war, would you consider it of importance that there should have been a sufficient establishment to carry out such inspections?—Yes, I think it is important to the extent of giving officers general knowledge of the capacity of the contractors, their respectability and all that sort of thing; but not too much technical knowledge. I would get that from the departments which have the technical knowledge;

for after all it is all one business—it is only another sub-department in the same business.

2103. You would have intelligent men going about and picking up what knowledge they could?—Yes.

2104. With regard to prices and course of trade and so on?—Yes.

2105. And any technical information would be dealt with by the technical officers in the technical departments?—Yes.

2106. Do you also consider that the Director of Contracts is a factor on the side of economy? I mean that he tends in the direction of the acceptance of the lowest tender, while in the desire to turn out the best article possible the Supply Departments might rather place the excellence of the article above motives of economy?—Yes, possibly, and advantageously sometimes, but as a rule the department getting the stores is to a certain extent responsible for the vote, and it likes to keep the vote down as much as possible. They have an incentive to economy but not quite so great an incentive perhaps as the Director of Contracts, who is only responsible for making the contracts.

2107. Where does the Director of Contracts' incentive for economy come in?—I do not know that it comes in at all except to his own credit for making advantageous contracts.

2108. In the efficient discharge of his duty?—That is all.

2109. Of course the incentive on the part of the man who has to deal with the vote would naturally be very great?—Yes, and that is where you would look for economy, I think.

2110. But in your opinion the Director of Contracts might usefully assist in opening up larger areas of competition, and so on?—Yes, I think he ought to have a fair knowledge of the trade of the country in those particular things he has to deal with, and he should cultivate that knowledge in a variety of ways.

2111. You say if you had any differences with contractors you sent for them?—Yes, always; and if I thought it was going to be a troublesome case I would ask the Director of Contracts to come to my room and see the man together, but if it was a simple case I would settle the matter with the man myself.

2112. Then you were working in perfect harmony with him?—Yes, perfect.

2113. There was no friction?—Never; I do not remember ever having any difficulty of any sort. Sometimes I thought he took the side of the contractor when we had a little difference, more strongly than I would. It was his business to do that, and I never objected to it, but I never gave way if I thought the interests of the Service required me to be firm. But the natural tendency of the Director of Contracts is this: he looks upon himself as having charge of the interests of the contractor as well as of the public, therefore he necessarily advocates sometimes the contractor's side of the question in discussions with heads of departments.

2114. Does that mean that in the interests of the public, in order to be on good terms with contractors, and to have all the best people possible applying for War Office contracts, he would rather deprecate what he might think an unnecessarily severe measure being adopted with regard to them?—Yes, I think he would say, "You must not always insist on the pound of flesh; you must give and take a little," and that is a very good thing to introduce, because a head of a department, who is very much pressed is apt to think the contractor is not doing as much as he could do; therefore you want his view modified a little sometimes.

2115. And the Director of Contracts, knowing more about the general conditions of the market and trade, would have the feeling that if you exacted the utmost farthing out of your farmer for rent every year, you might have your farm thrown on your hands?—Yes, they would put up their prices.

2116. If they felt they were going to have fines put upon them, they would put up their prices, would they not?—Yes, if it is over-done; and of course the head of a department must see the Director of Contracts does not carry that too far; nor, on the other hand, fail to impose fines when they should be exacted. It is a question between two heads, and how they pull together.

Lord
Haliburton,
G.C.B.

17 Jan. 1901.

Lord
Haliburton,
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17 Jan. 1901.

2117. If the head of a department thought the Director of Contracts was carrying that too far or not far enough, he would appeal to the Financial Secretary or the Secretary of State?—Yes.

2118. Did you, as a matter of fact, often appeal yourself?—No, I always listened to what the Director of Contracts had to say; he often convinced me he was right, and when he was not I insisted on it that he should adopt my view.

2119. Both working in the public interest, by a process of exhaustive discussion you arrived at a satisfactory solution?—Yes.

2120. I gathered from one witness that he thought an appeal to the Secretary of State would be attended with many delays. You never felt any difficulty at all in carrying out an appeal as against the Director of Contracts, did you?—None at all. Of course in a very large department like this there is a greater delay in doing business than there is when a man does his own business himself, but that sort of delay you must expect in a large department; it is absolutely essential and unavoidable. That applies to everything done by a big office.

2121. And also you have to answer to Parliamentary criticism?—Yes.

2122. (*Mr. Gibb.*) I gather that you advocate the keeping separate the making of contracts and the supervision of the execution of contracts?—Yes.

2123. And that you commend the system of placing the duty of seeing a contract carried out on the Receiving Department as soon as the contract is made?—Yes.

2124. As part of that view, do you think that any intermediate inspection during the progress of works should be undertaken by officers of the Receiving Department, instead of officers of the Contract Department?—Yes.

2125. But that the Contract Department should have available officers for keeping themselves in direct touch with the trades of the country?—Yes.

2126. By visiting the contractors' premises, and keeping themselves up to all questions of sources of supply, the capacity of works, and so on?—Yes.

2127. As regards intermediate inspection, do you see any danger from employing the inspector who is to finally inspect for the intermediate inspection where it may be necessary?—No, I cannot say that I think there would be any great danger; practically the only thing to be feared would be fraud, and I do not think there is very much danger of that.

2128. And against the possible risk of fraud, you have the fact that in the final inspection, the information gained during the intermediate inspections may greatly assist the judgment of the inspector?—Yes, it greatly assists him no doubt.

2129. In fact, he has had an opportunity of seeing the finished article in various stages of its career, and is therefore better able to pronounce a final judgment?—Yes, I think that was done in several cases, if I remember aright, especially in the cases of guns. I do not know whether they were exactly resident inspectors, but they were very much at the works at Elswick and other places.

2130. The view as to the Contract Department placed before us by some witnesses is that it is useless and obstructive; your view is that it is not useless, and ought not to be obstructive, is it not?—Yes, you will find that any branch which has to exercise a check over another branch will always be considered obstructive, that is the natural tendency.

2131. Whilst I suppose the Contract Department, being engaged always in buying, develops a natural instinct to buy cheaply?—Yes.

2132. No one who is engaged in buying can resist the temptation to make a good bargain?—Yes.

2133. Whilst, on the other hand, the technical officer always engaged in construction has a tendency perhaps to some extent to disregard price?—Yes, you get the two currents of opinion, and if they are properly brought together, no doubt they act wholesomely.

2134. One instinct has to be checked and controlled by the other?—Yes.

2135. And you cannot have that check and control in one individual as well as you could have it by

dividing the duty between two individuals in two departments?—That is my view.

2136. When you speak of a natural and legitimate tendency of the Director of Contracts to look after the interests of contractors, I understand your view to be that the Supply Department would naturally attach the greatest importance to the particular case in hand, where perhaps there was some irritation at delay, whilst the Contract Department would look to the permanent and general interests of the Government in buying?—Yes, I think the Director of Contracts perhaps appreciates better the difficulties of the contractor and the case of people entering into contracts which they fail to carry out, though not by their own fault.

2137. And his general experience of dealing with contracts would give him the knowledge needed to look after these matters?—Yes, if he is an intelligent man it ought to do so.

2138. (*Mr. Mather.*) When you were gaining the experience you have just detailed to the Committee, were you then acting as Quartermaster-General or as Under Secretary of State?—I was neither, I was holding a civil appointment, Director of Supply and Transport.

2139. Would that office correspond to the office of Quartermaster-General?—When we made a reform and I was abolished, my duties were handed over to the Quartermaster-General, except the financial portion of them, which went to the Financial Secretary.

2140. During that period had you any experience of the relations existing between the Inspector-General of Fortifications and the Director-General of Ordnance and the Contract Department?—I used to hear of them.

2141. But you had no personal care of anything in connexion with those departments?—No, not at that time.

2142. You have described a very happy state of things as existing between yourself and the then Director of Contracts; but you occupied a position of supreme control, he and you were not equal co-officials of the War Office Department were you?—Yes.

2143. But you were superior to him in this respect that you often finally decided in case of dispute?—No, I did not decide. I took it up to the Surveyor-General.

2144. Within certain limits, of course, but I understood you to say that you would invite the Director of Contracts to come to your room and discuss with him certain points in relation to a certain contract, and give him ample opportunity of criticising your judgment as to a particular case, and that sometimes you benefited very much by his opinions, but at other times you decided for yourself?—No, I did not decide. I stuck to my opinion.

2145. And therefore over-ruled him?—Well, he either gave way or we took it to the Surveyor-General.

2146. Then your official relations were such that there was perfect equality as to authority?—Quite so; he was independent of me and I was independent of him beyond the fact that we had to work together.

2147. Bearing in mind the views you have expressed, and applying them to the officers I have named, the Inspector-General of Fortifications and the Inspector-General of Ordnance, you are aware those Departments are scientific and technical in their character, are you not?—Yes.

2148. And that the efficiency of the Army to a great extent depends upon the way in which all war materials are manufactured at the factories under the War Office, or purchased from outside contractors. Any lack of quality or imperfection of any kind might very seriously affect the defences of the country?—Yes.

2149. We have had it from both those departments that they have been seriously interfered with by the system which now prevails in the department of the Director of Contracts, that some work they have ordered by the Director of Contracts is carried out by persons whom they do not approve of; and they appear to have very little power of control in deciding who shall work for them, and who shall eventually supply the material they require to manufacture their various articles from?—Do you mean that the Director of Contracts forces on them contractors they do not wish to have?

2150. It is not a question of enforcing in a dictatorial way, but the relations between those re-

Lord
Haliburton,
G.C.B.

17 Jan. 1901.

spective departments comes to this, that a great amount of friction is set up because the military officer considers he is not supplied with all the materials he requires, or they are not carrying out his wishes with regard to something he may have expressed his opinion on, and consequently the service suffers?—That is practically a complaint as to the control which is exercised over the general business of the War Office; there ought to be someone in this office who can make the departments do their duties properly and harmoniously.

2151. In connexion with this particular matter you mentioned that the Under Secretary of State, who sits here I presume day by day as the permanent official of the War Office, should be the solvent for all difficulties that arise amongst the departments here?—Yes.

2152. And that all questions arising out of differences of opinion may be settled by him without delay?—Yes, of course they are not bound to accept his decision; they can go to the Secretary of State for War.

2153. Are you aware that in the Admiralty no such powers are given to the Director of Naval Contracts as those enjoyed by the Director of Army Contracts. All the scientific appliances for the Navy, especially all running machinery and apparatus of a complex character, are ordered direct by the Controller of the Navy, and do not come through the Director of Contracts at all?—Yes.

2154. Consequently he has a much simpler duty to perform, has he not, in ordering only those articles which are of current necessity?—Yes, I do not quite see why, if he is supplied with all the technical specifications required, the contract should not be made for those things by a department which is in the habit of making contracts.

2155. He does not pretend to supply the technical knowledge required; the departments take the control of supplying themselves with the articles to which I have referred to, but that does not apply to the contracts for the Army?—No.

2156. Do you think if the duties were prescribed by written instructions, such as exist at the Admiralty, it would facilitate very much the smooth working of the Contract Department with the other departments?—I was under the impression that they have regulations on the subject.

2157. That appears to be rather a moot point?—I have not looked into it lately, but certainly if they have not got regulations they ought to have.

2158. Your general opinion, I presume, is that there would be no difficulty in working the Contracts Department as at present constituted, with all the other departments responsible for the manufactures, and also the warlike materials to be made throughout the country, if the personnel of those departments were desirous of working harmoniously?—Yes, that is so. There is one point I did not mention when you asked me about departments dealing with their own contracts. The result of that would be that we should have numbers of people on behalf of the Government going into the market buying the same sort of article independent of each other and competing with each other. That would be the great evil of not having a Contract Department. All the departments want stores very much of the same nature—stores which are at the foundation of all these things—and if you had four or five different people going into the same market at the same time without communication with each other, you would be bidding against yourself.

2159. (*Chairman.*) I believe that was the system at the Admiralty prior to 1869, and considerations of that nature led to the changes there, and to the buying being thrown into one department; was not this the case?—Yes, I believe so.

2160. (*Colonel Sir George Clarke.*) I think the office of Master-General of Ordnance was abolished in 1855?—Yes.

2161. That was a military office, was it not?—It had a military head to it.

2162. As regards the supply of Ordnance stores to the Army, I have always heard it was regarded as a satisfactory office?—Very.

2163. Then subsequently to the abolition of that office, what happened was this, was it not, the Master-General was succeeded by a Surveyor-General, who it was originally intended should be a soldier, and that

gentleman was responsible for the purchasing for the Army generally. Then the Surveyor-General's office was turned into a political office; then the Surveyor-General's office was broken up and divided, but all the purchasing power was turned over to the Financial Secretary; is not that so?—Yes. I do not know that it was quite made into a political office, but they could not get a soldier who was suited to the office who could get a seat in Parliament.

2164. Then practically the theory that a great central contract department should be formed, and be under a political official, is a modern theory?—No, because the Master-General of Ordnance was head of a great department and in Parliament.

2165. But he was always a soldier?—He was always a soldier, but there were three others in his office who were also in Parliament, and some of them were civilians.

2166. But the Master-General himself was invariably a soldier?—Yes.

2167. I suppose the purchasing powers which are now delegated to local officers, in your time were much more limited than they are at present?—Yes, they have been extended.

2168. And the contracts made for you being supply contracts, would be mostly of a comparatively simple character?—Yes, they are not very complicated stores, but it is very important to have them good in quality.

2169. You said, I think, that several wars occurred in your time. Was it not then occasionally necessary to make direct purchases in order to meet the direct requirements of the Service?—Very seldom, I think; I think we did on buying animals in South America and elsewhere. We sent out officers to buy them; we could not make contracts, because we had no people to deal with there.

2170. I gather you said a Central Contract Branch would have rather more knowledge of business than the technical heads of departments would have, but surely that would necessitate something like a grouping in order to get more knowledge as to the materials, commercially and otherwise, in each group. It must be very difficult, must it not, for anyone to pretend to any sort of knowledge when he deals with such an enormous variety of stores as the Director of Contracts does?—The Director of Contracts does not deal with the stores further than the specification he gets, he is supplied with a specification of what is required, and he is the technical maker of contracts for those things; just as you might employ a solicitor, who would not necessarily be a man with technical knowledge of the thing he was making a contract about, but who would have technical knowledge of contract making.

2171. Then do you regard him rather as a person who simply conducts business, without any special knowledge?—No, not without special, but without technical knowledge; he ought to have special knowledge of the trade.

2172. Is the Director of Contracts now under the Permanent Under Secretary?—Yes, everybody is under the Permanent Under Secretary for the purpose of working the office—not in the details of his business.

2173. His direct head, I take it, is the Financial Secretary?—Yes.

2174. And, therefore, he has a sort of dual allegiance?—No, his allegiance is entirely to the Financial Secretary, but all papers which have to go up to the Secretary of State have to go through the Permanent Under Secretary.

2175. In securing harmony in the office to which you have alluded would the Permanent Under Secretary have sufficient authority over the Director of Contracts to secure harmony?—Yes, he and the Financial Secretary together would settle any question unless there was some very litigious person to deal with, then it might be necessary to go up to the Secretary of State.

2176. (*Mr. Gibb.*) In the ordinary course would the matter go to the Financial Secretary from the Director of Contracts through the Permanent Under Secretary?—No—direct; it would not come to the Permanent Under Secretary, unless they could not settle it in their own department.

2177. (*Sir George Clarke.*) I gather that in your time you looked upon the Director of Contracts as a person to assist you in every way, and not to over-rule you?—Yes, he had not the power of over-ruling me.

Lord
Haliburton,
G.C.B.

17 Jan. 1901.

2178. The Director of Contracts is, is he not, the protector of the contractor?—That is one, and a very important one, of his functions.

2179. And would not that attitude sometimes militate against the general interests of economy to the public?—Not if he was an intelligent man, and capable of filling his position.

2180. You would not think it the function of the Director of Contracts to propose that the quality of such an important thing as the material for soldiers' clothing should be reduced in order to meet the wishes of the contractor, would you?—No, but it might be his duty to represent it. If a contractor came to him and said, "I cannot get this particular cloth, but here is something, I think, equally good," it would be his duty to bring that to the knowledge of the heads of departments concerned.

2181. Is the Director of Contracts himself supervised by any external authority in such a way as to bring home his responsibility?—He is supervised by the Financial Secretary; he acts directly under him.

2182. You spoke of any form of check being resented, would not the resentment rather depend on the nature of the check applied?—No, it might depend a little upon the way in which it was applied.

2183. I gather, rather, that the harmony, which you describe, arose from the fact that when you were right you invariably insisted on carrying your point?—That was the result, not the cause, of the harmony.

2184. If the Contracting Department was now decentralised into groups of stores there would not be any danger of competition in the market, would there?—I do not understand your question.

2185. If Ordnance stores were grouped into one thing and supplies into another, and there were two or three Contract Departments, there would not be any danger of competition?—They use very much the same stores in the Ordnance and Commissariat.

2186. (*Colonel Miles.*) Are the stores of the Ordnance and Commissariat identical?—Yes, some of them—ropes and wood, and various kinds of things.

2187. They are all Ordnance now, I think; Ordnance stores and engineers' stores may clash, but I do not think Ordnance and Commissariat clash. I think there are very few stores which would clash, and those would be, I think, engineers' stores?—The engineers' stores and Ordnance stores must be of the same class; but quite apart from the fact of whether they are or are not the same class, I consider it is a good thing to have a Director of Contracts. In a very big business like the business of the Army it is a very good check, and if the officers cannot get on together they ought to be made to get on together—it is only a question of working it.

2188. You say the functions you held have passed now partly to the military, and partly to the finance departments?—The finance went to the Financial Secretary, and the rest of the business went entirely to the Quartermaster-General.

2189. All the duties with regard to the demand for stores went to the military?—Yes.

2190. Under your system you say you took a decision from the Surveyor-General of Ordnance?—Yes, and the Director of Contracts was under him.

2191. You were under him?—Yes.

2192. Therefore you centred in one important head—that was the Surveyor of Ordnance?—Yes.

2193. Therefore the obtaining of a decision was a matter of comparative simplicity; you went together to him, and obtained directly a decision?—Yes, but those decisions might very often possibly have to go up to the Secretary of State.

2194. If one of you appealed from his decision?—Yes, if you chose to press it.

2195. The immediate decision was given by the Surveyor-General of Ordnance, and if either one of you wished to press it, it could be carried on to the Secretary of State?—Yes.

2196. Of course you were in the same building with the Surveyor-General, and his room was quite close to yours?—Yes.

2197. Did you send out to watch the progress of contracts?—Yes.

2198. Did you do that with the consent of the Director of Contracts, or on your own volition?—The local officers did it.

2199. And you looked upon it as your duty without any reference to the Director of Contracts?—It was the business of the Receiving Officer to keep me informed how the contract was being carried out.

2200. And the Director of Contracts did not interfere with that in any way?—No; I never got information which affected contracts without letting the Director of Contracts know about it.

2201. Nominally has the responsibility for expenditure passed to the Military Department—the control of the vote?—Yes, the control of the vote.

2202. Do you not think the incentive for economy now that is so, is at least as great with the Military Department as with the Director of Contracts?—Yes, I should think it is equal.

2203. Do not you think it is more direct?—Yes, because the man wants to get the credit of his vote.

2204. If the power were vested in the Military Department it is said there would not be the same desire to take the lowest tender, and that that would put the public to expense indirectly; do you think there is much in that argument?—He would look at it as a choice of two evils, and take what he thought the lesser probably.

2205. He would be responsible for the vote, and would be comparing efficiency with expense?—Yes.

2206. (*Mr. Gibb.*) Do you think that there is sufficient publicity in regard to the purchases made by the Director of Contracts in this way: Great efforts apparently are made, judging from the evidence before the Contracts Committee, to keep secret the contents of a tender accepted as to price, &c.; do not you think if the price at which tenders were accepted were openly published it would be advantageous in assisting the Director of Contracts in dealing with contractors?—I imagine that is a difficult question. I have never had directly myself to deal with that, personally I should be in favour of publishing everything.

2207. Such a case as the Bennett and Underwood case, which came before the Contracts Committee, would have been impossible, would it not, if the transactions with the two nominal firms, which were really one firm, had been published, because the trade would probably have brought to the notice of the Director of Contracts the mess he was getting into?—Yes.

2208. The trade would have known, and probably very quickly have put the Director of Contracts right, and told him he was being tricked by an individual under two aliases?—Yes.

2209. Do not you think generally that the Director of Contracts, by publishing more than he does, would get the assistance of trade knowledge communicated to him by the trade becoming acquainted with purchases made by the Government?—I am not sufficiently acquainted with the discussions on that subject to be able to say. My own general impression would be that there is nothing like publicity for any business you have to carry on; but I imagine the contractors themselves do not like that publicity, whether in their own interests or those of the public I cannot say, but I would not like to offer an opinion whether it is an unnecessary or necessary thing to publish these things.

2210. We have heard of an instance of the Government purchasing copper at a price ranging from 2*l.* to 4*l.* a ton more than ought to have been paid. Do not you think if the price the Government were actually paying, and known to be paying, were published, the trade itself would soon check excessive prices?—Yes, I should certainly have thought so.

2211. If the Government were found to be purchasing an article at 2*l.* or 4*l.* per ton above the fair price, other competitors in the trade would soon jump in and try and get a share of these good contracts, would it not?—Yes.

2212-25. And thus more publicity would assist the Government, would it not?—Yes, it would bring in other contractors, no doubt.

The witness withdrew.

SIXTH DAY'S MEETING.

FIFTH DAY'S EVIDENCE.

At the War Office.

Monday, 21st January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Sir RALPH H. KNOX, K.C.B., examined.

Sir R. H.
Knox, K.C.B.

21 Jan. 1901.

2226. (*Chairman*.) You have been permanent Under Secretary of State for War since September 1897?—Yes, about three and a half years.

2227. Before that you were Accountant-General from 1882 to 1897, and previously to that you had held a variety of positions at the War Office. I believe your total service at the War Office extends now to something over 40 years?—Forty-five years.

2228. You were never, I believe, during that service actually in the Contracts Branch?—No, never.

2229. But, of course, you have watched its workings and to some extent, as Permanent Under Secretary, you have guided it?—Well, the contract work does not come very much under the Permanent Under Secretary, excepting in what you may call very acute cases.

2230. That is to say, that if there was friction it would be the Permanent Under Secretary who would harmonise its relations with other parties?—Quite so.

2231. I take it the Permanent Under Secretary has to keep all the departments working together, to keep the teams pulling in the same direction?—Yes, and mainly to see that everything that goes before the Secretary of State is in a complete condition.

2232. May I ask what is your general theory of the Contracts Department. I mean, is the Contracts Department, in your view, limited to fulfilling in the best possible way the orders it receives from the Requisitioning Departments, or does it exercise any financial control as well?—Not in the ordinary sense of financial control, that is to say, it does not question the orders that are sent to it or the demands made upon it, though I have been assured by the Director of Contracts that, supposing anything extraordinary were to be demanded of him which he would be aware was not in the general allocation of the year, and which he would thus know to be a new service, he would, to make things safe, see that provision had been made for such extra and special expenditure.

2233. I was referring particularly to an answer which you gave before the Committee on War Office Establishments in answer to Question 1140, in the first part of which you say that the Director of Contracts simply executes orders. "When, therefore," you say, "an order comes for any particular service, which from his general knowledge of the Vote, is to supply ordinary articles required from time to time, he is not charged with the function of deciding whether there is money in that Vote or not; the officer who administers the Vote is held absolutely responsible that he shall not give an order without having the cash at his disposal, according to the best information that he has at the time, and the Director of Contracts looks to him and expects him to be acting within those limits." But then you went on to say, "It is the case, however, that if anything large or exceptional in the way of a demand were put forward, anything out of the ordinary course, the Director of Contracts would defer the order (especially if it were

" a departure from the programme set for the year), " and ask whether this had been contemplated and " proper financial approval obtained." It seems to me, according to the latter part of that answer, which tallies with what you said just now, that the Director of Contracts might, at his discretion, if he thought that there was anything unusual, question an order when it came up to him and insist upon its being explained to him that proper financial approval had been obtained, and, I suppose, that the money was there to meet it?—Yes, that is what I meant to be inferred from what I stated. He is not absolutely charged with the function of watching the provision, but as I have explained, he is a party to the allocation of the orders for the year which are provided for in the Estimates and practically cover the whole of the money provided in the Store Vote. If he were called upon to make a contract for any large service which might, according to his view, disturb the programme for the year, he would, to make things safe, enquire as to whether money had been provided for it, or special arrangements had been made to set aside other services which he may have contracted for, in order to provide the money for the expenditure.

2234. Would he not by that action be rather travelling outside his province?—Yes, that is why I said he is not distinctly charged with that duty; but we are all in this department supposed to be watchful over the public interest, and if anything is observed which has the appearance of being, I will not say irregular, but novel, we all take care in the public interest that the proper steps shall be taken.

2235. But while the Director of Contracts was satisfying himself that the proper financial authority had been obtained, and that there was money to meet the order, the order would be delayed?—It only means someone walking from this room, which used to be the Director of Contracts' room, round the corner into another room. That is all it means in the way of delay.

2236. *Pro tanto* it would mean delay, whatever the length of the inquiry was?—I should not say that it was a delay.

2237. And would it not, in your opinion, rather impair the responsibility of the officer administering the Vote, who is the primary person to see that the vote is not exceeded?—Not the slightest. I should say it was really the machinery for holding him responsible.

2238. Then would you say it was a useful thing that the Director of Contracts should act in this exceptional way from time to time?—The circumstances might still be very extraordinary, and I think that in the public interest it would certainly be wise of him to take that step and not in the slightest degree trenching on the functions of any other person.

2239. Is it laid down as part of his duties that he should have power to take that step?—No, it is not.

2240. How does it come about then?—Through the natural intelligence of the man.

Sir R. H.
Knorr, K.C.B.

21 Jan. 1901.

2241. But he has assumed that duty; it is not laid down as one of his duties?—It is not laid down that he is bound to do it, and if he neglected to do it, he could not be called to account.

2242. He has therefore himself, no doubt in the public interest, rather extended his powers?—I do not think so. He has, as it were, protected himself. I have no doubt you know how blame is thrown about at everybody through whose hands a transaction may pass if he has appeared to be asleep and not watchful. If I were in his position, I should certainly, as a matter of course, if I saw that there was anything out of the way, make inquiries to see that it was all right.

2243. We have heard it stated that the Contracts Department, from its general knowledge of markets and conditions of trade, is a force on the side of economy, and that, though any officer administering a Vote has a natural incentive to economy, the Director of Contracts, who is actuated by the desire to make the best bargain, has yet another incentive, and that these two incentives together result in a sort of compound force on the side of economy and efficiency. Would that be your view?—I think certainly the position of the Director of Contracts is one which does secure both efficiency and economy, and secures as well other results.

2244. You would not consider the interest of the requisitioning departments in economy, and the desire of making its money go as far as possible, sufficient to guarantee the public service without the co-operation of the Director of Contracts?—Certainly not. I think they do desire to make their money go as far as possible, but they have no objection whatever to spending more money than they have got.

2245. When you say that they have no objection to spending more money than they have got, what do you mean by that?—I mean if they think that the efficiency of the service, according to their view, necessitates a certain expenditure, there is no disinclination to ask for more money and press for more money, and probably they take some steps which might run the risk, at all events, of exceeding the money which has been granted to them for their services for the year.

2246. There would, I suppose, be no hesitation on their part in asking for more money, but there would be, I suppose, considerable hesitation about travelling outside their Vote; they would feel the responsibility of keeping within their vote strongly?—Well, of course, there is a desire to keep within, but I do not think there is any very great overwhelming, as it were, or binding sense which would avoid the excess of a Vote. Votes are constantly exceeded.

2247. Then I take it that what you mean is that the Director of Contracts might prevent those steps being taken which would almost commit the department to an excess on any particular Vote?—The Director of Contracts is not charged with that function, but he might do that; he might draw attention to the danger of taking certain steps if he thought there was no money available; but it is really the function of the Financial Branch to check the demands that are made by the spending departments.

2248. What sort of steps could an officer administering the Vote take by which he would commit the department to demand an addition to that Vote?—He would give orders either to the Director of Contracts to make purchases, or he would give orders to the factories to make certain articles.

2249. But he would not give those orders if he saw that thereby he was going to exceed his Vote, without first having got authority to exceed his Vote, would he?—If he saw clearly that it would give rise to an excess upon his Vote, he would be bound by the instructions to ask for further power—that is to say, he is held responsible for it. But it is very difficult to watch the expenditure upon such a Vote as the Store Vote, and for that reason it is difficult for the man himself, for anyone, indeed, without considerable labour, to ascertain how he stands, but he would be certainly likely to take a sanguine view as to the extent to which his Vote would go if he were not held more or less in check by other departments, who would probably take the opposite view.

2250. But so far as regards knowing exactly where his expenditure stood for the moment, he could always get information from the Financial Department?—He could get the best information obtainable. Of course, he does not want to know the exact cash that is going

out, but the liabilities and the probability of their coming in course of payment during the regulated period.

2251. But having obtained the information, the officer administering the Vote would be bound by his responsibility so to regulate his orders as not to give any order that would exceed the Vote?—Yes, it would be his responsibility; he would of course be held responsible if he were to give those orders.

2252. And I suppose he would be called to account severely?—I do not know. It would depend upon what the result was; if it was found that there was money available elsewhere to meet some deficiency upon that particular Vote, and it did not throw the department or the Treasury into any inconvenience, I cannot say that there would be any great notice taken of the fact that the Vote was exceeded.

2253. You mean if there was a saving on another Vote which could be applied to that?—Yes.

2254. But that would be taking a considerable risk, would it not?—Oh, I have known officers take such risks.

2255. Do you think that the knowledge obtained by the Contracts Department with regard to markets and the course of trade is very valuable, bearing in mind that that knowledge seems chiefly to be collected by correspondence and through the interviews which the Director of Contracts has in his room with contractors?—I do not know that his experience is entirely limited, or ever has been entirely limited, to that, but much of his knowledge of the trade of the country is derived in that way, together with the study of the general sources of information as to the variety of markets. I believe every stock broker uses the "Financial Times."

2256. I do not think he uses the "Financial Times" much in order to arrive at the exact prices in the market?—No, but he knows the state of the markets, he knows the prices.

2257. I scarcely think anybody on the Stock Exchange would be much guided by the "Financial Times" in his operations?—But as to the report of the prices he could, surely.

2258. No, I do not think so for doing actual business?—Not?

2259. It is scarcely what I have seen?—At all events, the market prices of all articles are made known daily, or periodically, and I have no doubt he uses those sources of information as well.

2260. We have been also told that the Director of Contracts considers it part of the functions of his department that officers for him should travel about the country and actually investigate local markets and contractors' premises, although it has been admitted that this function has been discharged rather less than could be desired owing to the shortness of the staff. Would you view this function as a recognised part of the duties of the Director of Contracts' Department?—In considering the advisability of placing new names for important contracts upon his list, I certainly think it is of importance that he should have the power of inspecting the various factories and ascertaining, to the best of his ability, the power of the various contractors to execute the work which might be entrusted to them. I have known, on many occasions, that that certainly has been done, both by the Director of Contracts himself and his men—not the present Director of Contracts alone, but previous Directors of Contracts and by members of their staff.

2261. Do you think that the knowledge of the Director of Contracts of any particular market is likely to be as good as the knowledge of that market gathered by the department which is actually using the articles purchased for it?—Certainly I do. You see he is a constant buyer; he thinks of nothing else but buying, and he is constantly considering the information which necessarily comes before him from the tenders and so forth for supplies, and his mind is entirely bent upon it. It is not so with regard to the demanding departments. Of course, if you entrusted that duty to the purchasing departments, I have no doubt they would similarly be alive to being posted up completely with the fullest information with regard to the work; but that division of labour, I think, is not the right one.

2262. Do not you think that the purchasing department which had to use a rather technical article would be likely to know as much or more about the particular

market for that article than the Director of Contracts, who had no technical knowledge, and who would not test this article in any way by using it himself?—I do not think so.

2263. Then you would not agree with one view which has been placed before the Committee, that the Contract Department really is a superfluity, in so far as each particular department knows more about the goods it requires and uses than the Contract Department, and also has a sufficient incentive to economy in making its own money go as far as possible?—No, I entirely differ from that view.

2264. Would not the present system, however, sometimes be a cause of delay?—Of course, the system of obtaining your goods by tender is one which tends to cause delays as compared with going on the other side of the street and buying something over the counter, as it were; but I think, assuming the system of tender, that there is comparatively little, I would say really no delay, arising from the existence of the Contract Branch as the system for obtaining goods. But I am one of those who think that extraordinary circumstances must be met by special courses. If you were to frame your arrangements in consequence of something which has occurred during the recent—at least, the present strain, I may say—upon the department, and because here and there some things might have been obtained, not by the system of tender, but by direct purchase, more rapidly than by the ordinary process, I think you would be making a great mistake. But I do think that there were many occasions during the recent pressure on which to meet exceptional circumstances exceptional measures may have been from time to time required, and that, to save any delay whatever, because sometimes an hour was of very great importance, the system should admit of the departments, if they possibly can—if they see their way to it and recommend it—making direct purchases at once on the spot to meet a particular and pressing difficulty; but that need not disturb your ordinary and regular system of proceeding to make all your large purchases by means of the Director of Contracts in dealing with the trade of the country.

2265. Are you under the impression that friction exists between the supply departments and the Contract Department?—From time to time it exists, but it is generally a personal matter; that is to say, people vary in their temperament and dispositions, and some men will cause friction where another man will cause none whatever. One man is very often a masterful man, and wants to get everything into his own hands, and do away with all those necessary checks and controlling powers which exist in the Public Service for the good of that service, and men of that sort are very apt to give rise to friction; but other men, many of whom I have known, work as easily and simply and harmoniously with the Contract Branch as could possibly be desired.

2266. You would then regard the system itself as not calculated to generate friction, but would you rather regard the friction as the result of the conflict of two vigorous personalities, shall we put it?—Very much so. I think sound principles of administration necessitate a sensible and proper division of labour, especially when that division of labour in such a service as the Public Service also serves the purpose automatically of a check, however small, as between the different departments. Any system which hands over a business entirely to one man without the power of scrutiny and observance by other people is a bad system. Our contract system, I think, secures both objects: the purchasing departments are relieved of a considerable amount of trouble, and an officer is appointed whose whole duty is to gain experience of the supplying markets; and it also has that moral value of making known, as it were, to other persons the proceedings of the other departments. I think the Government service, if worked on any other lines, would be soon in a very bad condition.

2267. But possibly the system itself may generate a certain amount of friction on certain points?—Certainly. Where two departments are acting more or less independently, of necessity a time comes when there is a difference of opinion. That very difference of opinion is valuable, and of course requires some little discussion in order to make progress. But it does not arise often. But the fact that these two functions are in different hands is a very real security for the proper management of the Public Service.

2268. There seems, for instance, to be some doubt as to how far the Contract Department consults the purchasing departments as to acceptances of tenders and as regards the removal of undesirable contractors from the Contractors' List?—Well, just as I have said, that I should advocate some check upon the personal equation, so to speak, of the person who demands the stores, I think there should also be a check upon the personal equation of the Director of Contracts, and that all that the Director of Contracts does should be in consultation with the various important departments. I think that he should consult with them as to the enlarging or decreasing of his List of Contractors, and I think he also should consult with them as a matter of course, as to the acceptance of contracts, and I understand—I always understood—that is really a part of our system, that the Director of Contracts before accepting, certainly contracts of any dimensions, would consult necessarily the demanding departments and come to an agreement with them, or, in the absence of an agreement, submit the case to the Financial Secretary.

2269. Of course, if there is no agreement, it must be submitted to a court of appeal?—Yes, if there is no agreement, but in order to have a check upon the Director of Contracts (for I place absolute confidence in nobody), he should consult with the department demanding the stores, so that his action should be also open to criticism and observation.

2270. But we have had considerable complaints that that consultation does not take place invariably?—The system, as I have always understood it, was that consultation should take place. I can quite understand that in small matters it has not taken place, and that in the despatch required recently, probably it has been omitted in very many instances; but that is the system, and I think it should be very strictly maintained.

2271. The Chief Ordnance Officer at the Royal Army Clothing Department told us that he would like to be consulted as regards the acceptance of tenders for large amounts of cloth, but he was not consulted?—Of course, if the lists have been agreed more or less—more rather than less—with the various departments, it ought not to be a matter of dispute as between the two departments as to the acceptance of any one of the contractors upon that particular list; but I think there should be complete harmony, or at all events a decision of the Secretary of State where there is not harmony, as to the lists, and, further, the same as regards the acceptance of the tenders when a decision has to be made.

2272. Colonel Mulcahy also gave evidence as follows at No. 831:—"I should like to make my recommendation as to the allocation of that order, but the Director of Contracts rather objects to my doing so, because he says he considers it unnecessary. Both the inspecting officer and myself should have a good deal to say, I consider, on the allocation of orders." You would rather agree with Colonel Mulcahy, that it should be so?—I would consider that he should be consulted, certainly.

2273. Would it be a definite part of the Director of Contracts' duty to consult?—I confess I always thought it was a part of the system, and intended, as I said, to be as much a check upon the Director of Contracts as the Director of Contracts is upon the supply departments. There is one great advantage arising from this business being done in one branch. It has been stated, and I think it has not been contradicted, that the War Office is the largest buyer in the world, and it is necessary that the department should have, what you may call, a contract policy, that is to say, a policy in dealing with the trade in settling the matters which necessarily come up for consideration in such huge and important transactions; and you cannot secure the uniformity of that policy which is so important by an arrangement under which contracts are dealt with, and decided upon, and accepted by many different branches. It is only by placing them in the hands of one person and immediately under an officer in touch with Parliament (because it is extraordinary how Parliament interests itself in these matters) that you can have a uniform policy in dealing with those persons who supply us.

2274. I think the Committee would also very much like to have the benefit of your opinion upon another point in the present system. The present system, indeed, seems to have a sort of hiatus at one point: for

Sir R. H.
Knox, K.C.B.
—
21 Jan. 1901.
—

Sir R. H.
Knox, K.C.B.
—
21 Jan. 1901.
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instance, when an order is in progress it is a very usual thing in the ordinary business world for the person who gives the order to have someone to supervise and watch its progress, and give warning if there is a prospect of any delay arising, but, with the exception of particular orders at Elswick and Vickers', it does not appear that this is done with regard to Government orders?—No, I believe not, with the exceptions which you mention, namely, that there are in these large manufactories of guns officers permanently stationed to watch the progress, and test certain processes; but, of course, those are really the most important and most difficult dealings that we have; and, inasmuch as the articles themselves take an enormous time to manufacture, and a flaw introduced at any stage, especially an early stage, in that manufacture would practically destroy the whole two or three years' work, it is highly important that there should be men on the watch; but, as regards a contract for clothing or boots, or smaller things, I certainly do not think there is any necessity for men to go down and be constantly present in factories of that kind, though an occasional visit, I should think, was valuable, especially if it was ascertained that there was any delay. On the first delay, I should think, of the contractor, the first non-compliance with times and dates of delivery, it would be wise that the factories of such contractor should be visited at once.

2275. (*Sir George Clarke.*) Might I ask one question on that: Is it not the case that the officers who practically live at Vickers' and Armstrong's are responsible only for the tests of steel made there, and that they would not have any cognizance of, and they would not be expected to report upon, the rate of progress going on in the works. They are purely steel inspectors, I think?—They are. That is the duty which is imposed upon them primarily, but I think it is expected that they should have their eyes open and make us acquainted with anything that they thought was unsatisfactory in the way of the progress that was being made with the manufactures. Do they not really make reports from time to time of the progress of those guns and the extent to which progress with them is being made?

2276. I do not know. Their duties as laid down are as inspectors of steel only?—Yes.

2277. And they are therefore not in the same position as the Admiralty Surveyor, who practically lives at the Arsenal, and sends a sort of weekly report to the Admiralty on the progress of the work there?—No. I thought they did make reports as to the progress of the work. I should think it would be very little addition to their labour to do that. I certainly was under the impression that they did.

2278. (*Chairman.*) It would not be necessary to have supervision in case of all kinds of articles, no doubt, but I think the Director of Contracts has admitted a theoretical responsibility for being in a position to carry out supervision. In fact, it is hardly denied that the department has this duty, but has not been in a position to discharge it, and, in consequence, we have been informed that a proposal has been approved by the Treasury for the creation of two travelling inspectorships, mainly with reference to this particular duty?—That is the case—that it is contemplated that there should be technical people appointed to do this work. I have always thought myself that far the better plan would be, inasmuch as this is both a contract duty and, taking the stores as an example, a store duty, that the inspection should be a joint one, by a member from the Store Department or the Director-General of Ordnance Branch, and a member from the Contract Branch; that it should not be left to either one or the other solely, and that both branches ought to satisfy themselves as to the progress that was being made, and ought to be authorised to satisfy themselves.

2279. We have also been told that this demand for travelling inspectors really originated not in the department of the Director of Contracts, although he has, I believe, taken it up and approved it, but in the supply departments?—That is the demand for technical inspectors? The Director of Contracts himself has always thought that a member of his branch or he himself could go down and visit those works, and ascertain very satisfactorily from that inspection how things were going, and therefore there was, from his point of view, no necessity for asking for special inspectors. I am sure you have been told that the Director of Contracts has asked frequently for increases

to his staff, and has received very considerable increases, but yet not of that class; in fact, it was impossible to make an increase in that class which he required, capable of doing the inspection work, because a man would be no good without experience, and his experienced men were needed and have been needed during this last great pressure to supervise the enormous amount of work which has passed from the earliest hour of day to the latest hour of night through that branch.

2280. Are you aware that at the Admiralty this supervision of orders while in progress is done by the Requisitioning Department?—No, I was not aware of that; but I confess I certainly think they ought to have a hand in it; but I think it would be well that there should be a joint inspection of the two departments.

2281. At the Admiralty it appears that the Requisitioning Departments, who are in a better position to realise urgency, do discharge this duty themselves, although, in the case of wanting assistance and still greater pressure being brought to bear upon the contractor than they can bring, they do apply to the Director of Navy Contracts to help them; but the primary duty rests with them?—I was not aware that was the way they worked it, but I can quite understand their asking to have a voice in dealing with such a case as that, and that they should be parties to any inspection that took place.

2282. Would there be any objection, in your opinion, to putting the primary duty in the War Office upon the Requisitioning Department?—I think that the Director of Contracts should also have an opportunity of inspecting, and that it should be jointly done. I think the two men should go down, at the same time, one from one branch and the other from the other, and look into it.

2283. We had the Assistant Director of Navy Contracts before us the other day to explain how the system worked at the Admiralty, and he handed us in a set of Instructions to the Contract Department there kept up to date, and which (I think I am expressing the general opinion of the Committee) seemed to us admirably clear and comprehensive, but we cannot find out that any similar instructions kept up to date exist at the War Office?—No, it has not been the practice in this department to define in detail the functions of the various officers. I think there is a good deal to be said for it, although I am afraid I must confess, that where two departments are concerned considerable delay would take place before general agreement was come to as to the limitations to be imposed upon this branch and the other branch in their functions; but I believe it would be extremely valuable and might put a stop to that extraordinary desire to grab, which exists as between the different departments in regard to the work which they should do. I am afraid it is inherent in all official people to try and get hold of the work; that other people are doing under the impression, generally due to ignorance, that they could certainly do it better themselves. But, perhaps, if it was laid down in detail definitely that questions were not to be raised about these things, because of these rules that existed, it might be of considerable value.

2284. I think we gather from you, that, in your opinion, the Director of Contracts ought himself to agree with the Requisitioning Departments upon the acceptance of tenders?—Yes.

2285. But there seems to be an uncertain view on that point in the department itself?—Quite so. I do not think there ought to be any uncertainty of view upon such a point.

(*The Secretary.*) That point is laid down distinctly in the War Office rules of procedure.

(*Witness.*) That was my impression. It is certainly the rule and practice of the office, but I did not remember that it was so laid down.

2286. (*Chairman.*) But there could be no very great delay in laying down such instructions, because if any two departments disagree as to their limits it is not for them to settle it by process of exhaustion and wrangle; it is to be settled by higher authority?—Quite so; and as I have said, I think the Director of Contracts, as a matter of principle, requires just as much check, so to speak, as any other department. We are all checks upon one another, and that is a proper system.

2287. Once you have your instructions laid down in black and white by the higher authority, there would be no longer any question of grabbing or encroachment?—Quite so.

2288. Are you aware that at the Admiralty the Director of Navy Contracts deals with all supplies, except ships, which are taken charge of by the Controller, and works which are taken charge of by the Director of Works?—I understand that is the arrangement at the Admiralty.

2289. If the Admiralty precedent were followed here, and if the dealing with certain classes of articles—very technical articles, say, guns and ammunition—were taken away from the Director of Contracts, and given over to the Director-General of Ordnance, and if the works were also withdrawn from the Director of Contracts, as they are at the Admiralty, might not such a change, in your opinion, be workable and minimise friction?—Everything is workable. In any arrangement you may rely upon the staff of any department doing their best to carry out the arrangement, however wild or unsatisfactory, but I believe the change would be a very bad one.

2290. Would you mind telling us your reasons for thinking it bad, because a similar arrangement at the Admiralty appears to work all right?—I am glad you say “appears to work all right.” I have no doubt that you have read the Report of the Parliamentary Committee upon Public Departments (Purchases, &c.) of 1874?

2291. Yes?—They went into this question, and they deliberately recommended that the contracts for works should be taken away from the Director of Works and placed with the Director of Contracts. There were a great number of business men of considerable weight and importance, and ministerial men too on that Committee, and I can only say that I agree with them.

2292. I think I am right in stating that they strongly endorsed the separation of orders for ships. Seeing that those articles were very technical, they thought it proper that they should be detached from the Director of Navy Contracts; but as regards works, they said there was no similar principle to be urged for their detachment?—That is so.

2293. Indeed it appears that they had been originally detached when Mr. Childers made the changes, simply because the Works Department appeared to do its work well?—Quite so. We are never logical in any changes in the constitution of any department that I know of. We have always been illogical in our arrangements of departments in this office, and so far as I am aware we never get a uniformity of principle, because there generally happens at a particular time, as regards some branch, to be some particularly strong, masterful man in charge of it, and he has his way. I have no doubt that at the time the Director of Works was a very strong man at the Admiralty, and because he was a strong man he fought, and they said, “Do not let us bother about it, let him have his way; nothing probably will go wrong.” We have had exactly the same thing happen with reference to our Clothing Department here; for a long time that was allowed to go on, managed perfectly contrary to every other department under the War Office, simply on personal grounds like that, and very much for the reason you have just quoted: “Oh, things are going on very well.”

2294. But leaving outside the question of works for the moment, that Public Departments (Purchases, &c.) Committee did entirely endorse the detachment of such highly technical articles as ships from the ordinary Director of Navy Contracts?—Yes, it did; it made an exception with regard to ships. I am really not conversant with the Admiralty work in detail, but a ship is a ship, and a very big thing, and I can quite understand that no subordinate officer would be entrusted with the work of coming to any conclusion with regard to such a service as that, but that a big ship-builder of the country comes up and interviews the very highest people at the Admiralty, and comes to the conclusion that they are to get 800,000*l.* for such and such a job, and so forth. It is not a subordinate work at all, hardly a departmental work, but the biggest work, I suppose that comes before the Admiralty.

2295. But do not you think that the same principle which is observed at the Admiralty might justify the withdrawal from the Director of Contracts of such very

technical things as guns and ammunition?—No, I do not think so. The specifications, you know, are obtained in the greatest possible detail from the Requisitioning Department, and it is those specifications that go to the contractors, and they have power, if necessary, to make visits to the stores of the department to see the articles that are wanted. In many cases, they have patterns, they have gauges and everything supplied to them, and on that they make their tender, and it appears to me that that meets all the difficulties that may be supposed to arise from the fact the Director of Contracts never worked a lathe.

2296. I believe that there has been a recent change in the War Office, to this effect, that certain officers in the Accountant-General's Department have been partially detached from that Department, and placed with the Director-General of Ordnance to keep his accounts, and to keep him informed as to the progress of his expenditure; but these officers at the same time have a responsibility to the Accountant-General, to point out to him any irregularity or deviation from rule. As a matter of fact, they have a kind of dual responsibility like the Military Accountant-General in India, who is at the same time responsible to the Military Member of the Council and the Finance Member of the Council?—I think you have been misinformed as regards that. The responsibility of that officer is entirely to the Accountant-General.

2297. He is responsible for pointing out any irregularity, but he has a responsibility, as regards the Director-General of Ordnance, in keeping him posted as regards the progress of his Vote and the keeping of his accounts?—No, only as a part of the Branch of the Accountant-General.

2298. Quite so, as the Branch; he is planted out?—He is not planted out. He is contiguous to that Branch, and therefore it is more convenient; the Director-General of Ordnance, knowing that this particular gentleman is in charge of that work, gets the information possessed by the Accountant-General from that Department by sending to that gentleman.

2299. Instead of going through the Accountant-General?—Instead of going through the Accountant-General; the Accountant-General empowers him to give the information which is required by the Director-General of Ordnance independently—without consulting him. It is merely a statement of the facts which have been recorded in the Branch of the Accountant-General's Department. He has no allegiance to the Director-General of Ordnance, but he is available, and all the information in the office is available, to every other department.

2300. He has no allegiance to the Director-General of Ordnance, but the Director-General of Ordnance can go to him without going through the Accountant-General?—But that arrangement exists with regard to all the offices. If the Quartermaster-General wants to get the information, he goes to a gentleman in a similar position.

2301. (*Colonel Miles.*) He goes to the head of that Branch?—No, he goes to the head of the subdivision of that Branch, and is in constant correspondence with him. So, too, the Director of Works, if he wishes to correspond, corresponds with the person equivalent to that gentleman who affords the information to the Director-General of Ordnance for that Branch.

2302. (*Chairman.*) But if the Director-General of Ordnance wants information from the Accountant-General with regard to the progress of his Vote, it would have to be given him under the authority of the Accountant-General?—They all act under the authority of the Accountant-General, it would be under the authority given to him.

2303. He could not address himself to a clerk?—It is to the Principal of the subdivision.

2304. Looking at the analogy of what had been done with regard to those particular officers of the Accountant-General's Department, I was wondering whether, for instance, certain officers of the Contract Department, say, the officers who deal with the articles which the Director-General of Ordnance purchases, could, so to say, be detached and make their contracts for him, while at the same time being responsible to the Director of Contracts for pointing out any irregularities or deviations from instructions. May I ask whether, in your opinion, such a procedure would work

Sir R. H.
Knox, K.C.B.
21 Jan. 1901.

Sir R. H.
Knox, K.C.B.
21 Jan. 1901.

well?—I do not think that it would work well. In order to fulfil the position of Director of Contracts, I think those people must be regarded as absolutely independent of the Supplying Branch; and so the whole value of the work of that gentleman who financially looks into the proceedings of the Director-General of Ordnance is that he is absolutely independent of that Director-General of Ordnance. Otherwise I should regard the system as absolutely rotten.

2305. (*Mr. Gibb*.) I gather from your evidence that you think that the practice of buying through a general buyer, the Director of Contracts, is better than permitting the purchases to be made by departmental buyers?—As a system; but I would, as I have stated, in emergencies allow exceptions to that rule.

2306. I understand you think that the experience that the Director of Contracts obtains by frequently buying articles enables him to buy better than a technical knowledge of the articles would enable him to do?—Of course, our purchases are not affected by any, in a certain sense, higgling of the market. The Director of Contracts does not go out and bargain or cheapen the article with the men. He has a system which he is obliged to adopt, a system of tenders, and he, I think, has all the information that is necessary to carry out that business very satisfactorily.

2307. But if the function of the Director of Contracts is limited to the mere clerical work of obtaining tenders, why could not that equally well be done by the departmental officer?—I think the buying should be made a separate function from that of obtaining the goods, to preserve the check upon the demanding department.

2308. If it is a genuine act of buying; but if you confine it, as you seem to do, to the mere clerical work of getting tenders, do you see much value in that being done by an independent officer?—Yes, I do. I think it is better that the man who deals with the contractor, and to whom the contractor looks, should be an officer independent of that department which demands the articles.

2309. Now, I understand you to admit that in the case of a ship, for example, the Technical Department ought to buy, ought to arrange the contract, and not the Contract Department?—Well, I do not know that it is the Technical Department that buys at the Admiralty. I think a ship is such a big thing that it is practically what we should call here Secretary of State's business, that it is done by someone who is over the Director of Contracts, higher than the Director of Contracts, and is a matter of Council and Board decision.

2310. You think that it is because of the enormous value of a single ship, and not because technical knowledge of the specification is required properly to arrange a contract for the building of a ship?—Quite so.

2311. And in the case of the War Office purchases, you think that none of the things now purchased by the Director of Contracts would be better purchased through the Supply Departments?—Certainly not.

2312. Would you apply that to cases where there is a very large amount of communication between the contractor and the purchasing authority as to the details of the specification?—I do not know that I quite follow you.

2313. Of course, there are some purchases which are easily made, the specification is known, and leads to very little communication between contractor and buyer?—Yes.

2314. There are other purchases, are there not, which, before the contract can be arranged, require a great deal of detailed communication between contractor and buyer?—Yes.

2315. As I understand, you would draw no distinction between those different classes of things, but would say that in both cases the Director of Contracts should arrange the contracts?—Yes, I would.

2316. Although, in regard to all the detailed discussion, he must necessarily pass it to the Supply Department, that is to say, act as a post office?—The Supply Department really provides the specification in detail. It would probably be the same specification as was needed by ourselves in our own factories, and it would be known to be a complete specification and absolutely exhaustive.

2317. But in regard to many things, no doubt a very great deal of personal communication is needed before

the contract can be placed, where the specification is a specification of a technical and important article?—Communications do take place, but if you go to Armstrong, or Vickers, or any of those people, and send them specifications, they are just as capable of understanding them as any one of our own officers.

2318. It is the fact, is it not, that a great deal of correspondence and communication does necessarily take place, and does take place, about contracts of that sort before they are let?—I do not know that it does.

2319. We have heard from other witnesses—Colonel Stevens, especially—that there is a great deal of communication of that sort, and that delay and difficulty occur by reason of its having to pass through the Director of Contracts?—I cannot see how the necessary discussions with an executive officer, such as Colonel Stevens, could give rise to delay with the Director of Contracts. The delay would then be really occasioned by his conferences with the demanding officer which would necessarily arise, whether the tender or bargain was made by him or by the Director of Contracts.

2320. But we have been told that the Demanding Department or the Inspecting Department is not allowed to communicate with a contractor until after the contract is practically let; the correspondence has to go through the Director of Contracts?—I cannot say that I am informed as regards that point, and I am afraid that any opinion I might express would not be of very much value, but I thought that the tenders were always made upon the specifications supplied. I know, of course, that after the specifications are supplied, our Demanding Departments are constantly tinkering at those specifications and making alterations in the things demanded, which is one of the great causes of the delays in supplying by so many of our contractors.

2321. You said you thought that the intermediate inspection during the progress of the works should be joint?—Yes, joint.

2322. Would you see any objection to permitting the Supply Departments to communicate with contractors and inspect progress at any time they please, and without reference to the Director of Contracts?—No, I think not. I think if the contractor is to be approached the Director of Contracts should be aware of it, and, at all events, should be able to arrange if any visit is paid, so that he should, if he wished, have a representative there.

2323. The Director of Contracts told us that he recognised no responsibility after the making of a contract until he received a complaint from the Receiving Department that the articles were not delivered in accordance with the contract?—That is, I believe, the ordinary course.

2324. The Ordnance Department told us that they were not allowed to do anything until the articles were tendered for delivery, or until the contract time had expired?—That I understand is the course at present, that is to say, if stores are not being delivered, a representation is made by the requiring Department to the Director of Contracts.

2325. But that being so, neither department has any responsibility between the date of contract and the contract date of delivery?—No, it is assumed that the man is working up to that contract.

2326. Although that may be, from the point of view of the ultimate satisfactory performance of the contract, the most important period of all, the watching of the contractor?—Yes, it is assumed that, the contractor's name being on the list, he is competent to do the work required of him, and that he would be honest enough to do his best to complete his bargain. We do not test the man's honesty or probity in dealing with us until we see signs of failure, but, as I say, I believe everybody wants occasionally watching, and contractors, perhaps, more and more every day, like everybody else, want more and more watching; and it would be a good thing to have people with their eyes open to see if they are dealing honestly with us or not, for honesty is at a premium.

2327. We have also been told by Colonel Stevens that contractors who were defaulting all round were having new contracts constantly piled upon them; and we were further told by Colonel Stevens of a case where 10,000 tent mallets were contracted for, they were not delivered at contract time, and yet another order was given for another 10,000 to the same firm who were in default, and disastrous consequences seem

to have followed?—I cannot say that I am acquainted with the details of that transaction, and, therefore, I think you should ask the Director of Contracts. I think I have heard something of the kind, but whether it is worth my stating what is hearsay I do not know, but some of these things that are demanded by the Store Department are of what I should call an absolutely eccentric pattern, and the conditions applying even to such mere wooden articles, which one would think might be made, especially in an emergency, of the ordinary pattern, are of elaborate design and of special wood. The mass of contractors in this country very wisely will not have anything to say to such orders. One man is at last tempted to take it, and he is the only man who will even say that he will make any effort to supply the article, and if he is the only man you must pile the articles on to him, although you may feel convinced that the supply will not be satisfactory.

2328. Does not that point to the desirability of putting the demanding or specifying department more directly into touch with the contractor than the present system admits of?—What would be gained?

2329. You were suggesting that the Requisitioning Department specifies unnecessarily difficult conditions?—Yes, but I think that could be represented to them by the Director of Contracts saying, "I go to the trade" and I find these people will not make these things; "you must make some modification." I believe he has done so and they in some cases have made modifications, but they look upon it as interference on the part of the Director of Contracts in their business; whereas it is simply an act of a man possessing some common sense.

2330. Supposing the Director of Contracts does not make that representation, and delays such as we have heard of occur in consequence?—But I know he has made those representations over and over again.

2331. Now the Director of Contracts seems to have objected to the Supply Departments communicating with contractors; do you consider that in doing so he has carried out the duties charged upon him or has he, to some extent, usurped an authority which does not belong to him?—Do you refer to any particular passage in the instructions which you have before you?

2332. No, it is merely the evidence we have that the Director of Contracts had objected to the Supply Departments communicating with contractors, although the Supply Departments considered that the public service would be benefited by their doing so in particular cases?—I think that it should be certainly open to the Supply Departments to communicate with contractors with whom a contract has been made, but it should not be behind the back of anybody; it should be known that they are communicating with the people with whom the Director of Contracts has dealt and to whom he has assigned the contract.

2333. But why not place the responsibility for the execution of contracts upon the Receiving Departments, leaving the making of the contracts with the Contract Department?—I think it should be done by them, as it were, in collaboration. As I have said, I think no contracts, especially for important things, should be concluded without the Demanding Department being consulted.

2334. That leaves a duty in two departments of a singularly vague and ill-defined character, does it not?—I do not think so.

2335. If it is the duty of neither to see to the execution, but partly the duty of each?—I think the division is very valuable. One may say that our Contract Department was constituted as the lesson of the last big war. It was set up in 1855, when, for the first time, the position was recognised. That system has worked admirably for 45 years; it is a system which the Admiralty, having tried the other system, adopted, and they use still. I believe that the division of labour in this way acts as a very valuable controlling power in this department, and I believe that any large variation from it would be very unwise.

2336. We have heard in the evidence a good deal of the inconveniences that have been felt recently from the working of the Contracts Department and also of friction that has existed in some quarters. Have you had any complaints with regard to these troubles and frictions?—I have heard of many non-deliveries of goods, which is more or less chronic, I believe that every large department of business at all times finds its

contractors very difficult to deal with; but the contractors themselves have great difficulties in dealing with their sub-contractors and so on, and delays, you may almost say, necessarily arise: there is a chronic state of it. But during this war, when the whole resources of the country were taxed to the uttermost, when everybody was wanting everything, you may say, all over the country, not the Government alone, but every large manufacturer, necessarily delays of that sort arise, and, I certainly believe, they were not in the slightest degree due to the faults of the system which exists.

2337. But we have had evidence before us which shows clearly that the Supply Departments were not allowed to purchase things required on an emergency without the routine being gone through by the Director of Contracts, with very unfortunate results?—I think that that is a fault which, perhaps, has arisen, if it has been the case, from too rigid an interpretation of the conditions under which the business is carried on. Local purchases are allowed as an ordinary matter of business throughout all the departments under certain circumstances; and under emergency, I believe, the officers of the Store Department may do anything at all that they like, and I think that, probably, in many cases the Store Officer was absolutely justified and right, to meet a pressing demand of importance, by adopting any course he liked which he thought would provide the necessary stores that were demanded; and all that the Director of Contracts could do, although he might have thought that he could have done just as well, would be to call upon the officer to make an explanation of it; in fact, the officer was bound to make an explanation in departing from the ordinary procedure, but he is perfectly justified in making such a departure, and all the Director of Contracts could require, and, I think, should require, is some explanation of his having adopted an unusual course, but a course which is contemplated in urgent services.

2338. The Director of Contracts seems to have gone beyond that. In the case of material required for mule harness, we were told that the Ordnance Officer, first of all, locally purchased the material and got through the work in hand satisfactorily. Then the Director of Contracts protested against that purchase; he insisted that the next contract for materials should be made in the ordinary way; the demand was then sent in on the 15th September; the contracts were placed on the 9th and 10th October for deliveries of material to be completed, according to the paper contract, in two-and-a-half months' time, the result of this action being that regiment after regiment had to proceed to South Africa with all equipment complete except its mule harness. That is at Question No. 684. There the Director of Contracts appears to have insisted upon the routine procedure with disastrous results?—I do not know the details of the transaction.

2339. But what I understand you to say is that you think he had no real power to do this—to insist upon material being purchased, through him, by tender?—He had the power to point out that this was a special and irregular proceeding, and if the other department differed from him he would have no power of deciding against that other department. The question would be reported for decision.

2340. Have you had any complaints from the departments between whom there was friction, that the system was not working well, and leading to unfortunate results?—I have heard complaints in several cases of delay, which delay has been represented as due to the necessity of going to the Director of Contracts. I do not think it has been proved that that delay was due to that.

2341. You have not dealt with the matter officially?—No, I have not.

2342. You have not taken it up to the Secretary of State?—No, it has not come before me in that way. But I heard a discussion in the presence of the Secretary of State of a number of such cases as those which you have been alluding to, and in that sense, I may say that I was cognisant of there being some of these complaints.

2343. We were told by Colonel Hildebrand that he did not appeal to the Secretary of State, because it was so difficult to reach him, and he mentioned a particular case in which he said he succeeded in reaching the Secretary of State after a year or two. Is there any procedure in the office causing any difficulty which would prevent the Supply Department getting a

Sir R. H.
Knorr, K.C.B.
21 Jan. 1901.

Sir R. H.
Knox, K.C.B.

21 Jan. 1901.

prompt decision on any question they wished to raise?—I do not know of any difficulty at all. Every one of those officers has the power, supposing they do not get satisfaction from the branch that they are dealing with, and cannot come to an agreement with it, of sending on the papers by quite a different channel, so as to reach the Secretary of State or someone representing the Secretary of State.

2344. But is it the duty of the Supply Department, if they wish to raise a question of the sort we are discussing, to send the papers through the Director of Contracts, or would they send them direct to the authority to whom they appeal?—They have the power to do so through the Financial Secretary. If they did not agree with the Director of Contracts, and did not get satisfaction out of him, they would send it direct to the Financial Secretary.

2345. Not through the Director of Contracts?—They would probably send it to me. If anyone of those branches is not satisfied, they send the paper on to me, although it would not be my duty, at that stage, to deal with it.

2346. Would it be your duty to compose the differences if such difference existed?—No, the Financial Secretary would have to be consulted first, as being the head of the Contract Branch, the appeal being against the decision of his officer.

2347. (Colonel Miles.) But the appeals were submitted by the Finance Branch?—Ultimately the appeals were submitted by the Financial Secretary, that is to say.

2348. By the Financial Branch, I thought it was?—No, by the Financial Secretary. The Finance Branch cannot get to the Secretary of State except through the Financial Secretary.

2349. I thought the wording was that the submission of the appeal was by the Finance Branch?—That means through the Financial Secretary.

2350. (Sir Charles Welby.) But supposing that the Financial Secretary has already taken the side of his own officer, the Director of Contracts, in a case, and supposing the Inspector-General of Fortifications, say, is dissatisfied with that ruling, the Inspector-General of Fortifications has the right to go direct to the Secretary of State, there and then, without going through the Financial Secretary?—Yes, certainly.

2351. Which he could do without any appreciable delay?—Yes; I was assuming a case where the Director of Contracts and a branch was at variance. The first step is to go to the Financial Secretary as superior officer; no decision would be taken without the Financial Secretary being consulted. If they did not like the ruling of the Financial Secretary, then they would appeal to the Secretary of State and it would come to me.

2352. (Mr. Mather.) Referring to the last question which was put to you by Sir Charles Welby, surely, as the head of a War Office Department on the Civil Side, you would be able to settle many disputes between these two authorities without referring the matter to the Secretary of State? Are you not, may I ask, a superior officer altogether to the Director of Contracts?—In a dispute of that kind, which would certainly be important, if the Financial Secretary had expressed an opinion upon it, although I might see a *modus* of getting out of the difficulty and would discuss it, still, if the head of the Department, the Director-General of Ordnance or the Inspector-General of Fortifications, who are both of them very high officers in this Department, expressed a very strong view, if I could not talk them into what I thought was the proper view, they have the right to appeal to the Secretary of State to get his decision.

2353. But in a certain sense is not the Director of Contracts a servant of yours?—No, except that he may be supposed to be below me, because I am the channel of getting to the Secretary of State, and therefore can act for the Secretary of State in certain matters.

2354. But surely in all but matters of supreme importance you would settle any matter of difference between the two heads of departments?—Yes, but sometimes you get two people between whom it is very difficult to get an agreement. People are of different temperaments and different strengths, as I have described; sometimes you cannot compose their differences.

2355. Lord Haliburton informed us that in his experience in a similar department he was successful in adjusting differences that arose from time to time without going to a higher authority?—Of course I might be successful in the same way, if I saw there was any prospect of bringing the Financial Secretary and the Director-General of Ordnance to an agreement and that they might be satisfied with my decision upon the matter. But I should regard a case of that kind as one which, if they wished it, the Secretary of State should be invited to decide himself.

2356. Have you, as a matter of fact, settled any disagreements of that character between these two departments?—No, I cannot say that I have had any such cases to settle.

2357. Have you passed any such cases on to the Secretary of State?—No, I have not. I think when it has come to that the Secretary of State has generally got to hear of it and he has had a conference about it, and that is what did happen in this case.

2358. But have you been requested by those in dispute to pass on to the Secretary of State any matter for settlement?—Yes, I have passed on cases to the Secretary of State, but they have not been very numerous. I know that in several instances, when the Secretary of State has heard of it—because he hears of these things directly from the heads of departments (the Director-General of Ordnance is very frequently with him, and he hears of them in that way without the paper having been, as it were, officially brought before him)—the Secretary of State has had a conference, at which I have been present, between the Director of Contracts and the Director-General of Ordnance.

2359. We have had it in evidence, I cannot give the reference at the moment, but the case was brought before us, where it took more than a year to get it up to the Secretary of State by those who complained of the action taken by the Director of Contracts?—I should like to see those cases.

2360. I thought if you had known that you might have been a rapid means of communication?—I cannot say that I recall such a case.

2361. You have defended very loyally, and with absolute conviction, I am sure, the present system and the present relations that exist between the Director of Contracts and heads of departments; but the impression conveyed to my mind is that you defend it chiefly upon the ground that it is a check upon the expenditure of the Annual Votes. You have not indicated that there is any benefit arising from the Contracts Department at the War Office to the country, from the point of view that the Director of Contracts can in any way be responsible for the quality of the materials supplied to the various departments?—No, that rests entirely upon the inspection. The specification is sent to the contractor; the contractor is bound to supply in accordance with that specification, and the demanding department is absolutely responsible for testing those things when they are delivered, to see whether they are what they want, and in accordance with the specification.

2362. Therefore, Parliament must rely entirely upon the heads of departments for having the full money value for all that has been contracted for by the Director of Contracts?—Certainly.

2363. Then, as regards this check and counter-check of which you have spoken many times during the last hour, in what sense may Parliament rely upon the Director of Contracts' Department being a check upon expenditure?—They are not. I think they are a check upon the absolute disinterestedness and probity of these contracts by means, not merely of the establishment of the Director of Contracts *per se*, but of the fact that he has to settle those contracts in communication with the other departments. It secures an above-boardness, so to speak, in making these contracts, and you get rid of the personal equation arising between the contractor and the demanding department, and you also get rid of the personal equation between the Director of Contracts and the contractor, and I think it is of very great importance that that system should exist.

2364. I cannot see how the personal equation is affected between the Director of Contracts and a contractor. With regard to the heads of departments using an official at the War Office as the means of

communicating their demands to the sources who undertake to supply, I can understand the financial operation of using the Director of Contracts as an agent, as a very considerable controlling influence upon the heads of departments, because they have to justify openly the recommendations that they make, inasmuch as the Director of Contracts must report his proceedings to the Financial Secretary, and they are eventually looked over, I presume, by the Accountant-General's department; but I fail to see how the check operates in the other direction?—Upon the Director of Contracts?

2365. Yes?—If the rules of procedure be adopted, the Director of Contracts himself cannot act without the concurrence of, and consultation with, the demanding department, and unless there is distinct, as it were, collusion between those two high officers, nothing which should be objectionable or questionable could be transacted.

2366. We have had very strong evidence to the effect that this Contract Department as at present conducted interposes a very great obstacle to the rapid execution of work, and even to the rapid delivery of materials required for the execution of work. Your evidence to-day does not weaken, I think, those statements, at least to my mind, except in this direction: that you make a claim that it is better to have, and in effect you say it is better to have, some financial check, even at the loss of some little time, and perhaps efficiency, rather than run into difficulties which irresponsibility would lead to?—I believe there is no loss of time arising from the system itself. I think you would find that there is a very sufficient explanation of that, and that the Director of Contracts will be able to meet most of these complaints that have been made. But it is a more elaborate process to obtain things by tender than for the Supplying Department to decide that it is an emergent service and go off to so-and-so and Co., and buy the things straight off. It is out of such things that terrible scandals may arise, and have arisen, and I think that a system which provides that things should be bought in a different way is a remarkably good system, and a successful system, though I admit that under a strain such as we have had lately, it may have been necessary to buy things as corruptly as you like, so long as you got them.

2367. To most business men, I think, the power possessed by the Director of Contracts would appear to be unique in any business transaction. You have already said that his department is the largest purchasing department in the world, not only in amount, but, I presume, in the vast variety of articles and goods?—Yes.

2368. It would be, I think, difficult to find a parallel in ordinary business life with a system of the kind carried out at the War Office, in which one official should have the entire disposal of contracts amounting to this vast sum of money over such innumerable quantity of articles; and as the departments at the War Office appear to be as clearly definite as they are at the Admiralty, I cannot understand why you should advocate the possession in the person of one official of all the power to obtain the supplies to the Army of every kind, when at the Admiralty they have discovered an enormous advantage by dividing the technical departments from those dealing with the ordinary goods of consumption?—Well, I am not aware of the advantages that have been so derived by the Admiralty. It may be that they have discovered certain advantages, although I understand that it is only ships and works that are the exceptions to the general rule.

2369. We had it the other day from Mr. Hall, the Assistant Director of Navy Contracts, that they did supply goods for ships—all the goods that were not connected with running machinery; they supplied a considerable quantity of that sort of goods, such as valves and taps and articles made wholesale by special manufacturers, but that the purchasing of all the technical part—and it was purely the technical part of the ship, of which there is a very great deal more than the actual ship and main engines—was under the Controller of the Navy?—We are illogical, no doubt, in dealing with our business in the various departments. People differ in opinion. I hold to my opinion, and I am glad, when I look through the names of the Committee which sat in 1874, to see that I am in accordance with a very large number of extremely sensible and strong men.

2370. Of course, it is a quarter of a century since 1874. I suppose it is quite possible that new times demand new measures, and new men a new system, so that it would be possible, probably, to alter the relations between the Director of Contracts and the heads of departments in the War Office, if that would facilitate the transaction of business, and lead to efficiency and promptitude, without in any way removing the check which I think is the chief point you refer to in the system as it now exists?—Yes.

2371. The chief value you now attach to the system as it exists?—Yes; I say it is a very good division of labour, and that that division of labour also acts as a very excellent check upon the operations of the demanding department.

2372. We have it, on the contrary, in evidence that it makes a good deal of unnecessary labour, and that methods could be adopted without impairing the check upon which you set so much store, whereby that unnecessary labour might be altogether avoided?—It is undoubtedly the case. I have felt myself, and no doubt everybody has felt it, that if a man *facit per alium*, he always thinks that the other man is delaying, and that he himself would have done it in one-tenth of the time he is taking. I ask a man to ascertain some very trifling information for me in my room—my Private Secretary, it may be; I want it immediately, and while I am sitting waiting in my chair for perhaps five minutes I think the man must be wasting his time, that he is delaying somewhere, or has stopped to talk to someone, because I am there doing nothing, waiting for that information. That is a feeling that comes over everybody. You have only to hand the thing over to someone else to do for you, and you think he is taking an inordinate time to do it.

2373. Then, in other words, you believe that what is, is best, and that the present system is satisfactory in all respects?—I say that I believe the present system is an excellent system and works admirably, but I do not wish to stick to it absolutely, it cannot be a cast-iron system which allows of no exceptions to meet exceptional circumstances. I think that under the pressure which we have had during this last year it may have been advisable even that the demanding branches should have made more special purchases without the interference of the Director of Contracts, or without adopting the tender system. I think, however, that the contracts should be made in concurrence with the Supplying Branch; and that the lists of men on the Director of Contracts' books should be more or less added to or diminished in consultation with the demanding department. I think with those modifications (and experience has shown that some understanding should be come to with regard to them), the system, as it exists, is admirable.

2374. (Sir George Clarke.) I suppose I may take it that it is quite clear from the War Office regulations that the head of the spending department is responsible that no contract should be made which would not be covered by his Votes. The regulations make that quite clear?—That he is held responsible for not spending more money than is placed at his disposal, certainly.

2375. And if he did place a contract outside his Votes, he would be discovered by the Accountant-General without doubt?—The limit of expenditure is not so rigidly laid down as would be inferred from what you state. The principal contracts are settled for the year, but during the course of the year new demands, unexpected demands, may come up, and they have to be dealt with by the Director-General of Ordnance, who may give an order as to which he may fairly consider, "It is worth the chance, it is worth running the risk. I do not think things will be so bad; I imagine my Vote will come out all right." It is quite impossible, dealing with such enormous demands and such a number of contracts, to know to an exact figure the condition of the Vote at any time. The Director-General of Ordnance would rather take, as I have said, a sanguine view as to how he stood, whereas those whose official duty it is to be watchful the other way would take the view probably that it would not do to be sanguine under the circumstances.

2376. Then would it not be very difficult at any time for the Director of Contracts to become aware that the Spending Department was expending outside its Vote?—It is not his function really, as I have said, to see that it is so, although from general watchfulness, supposing that he was told to enter into a contract for 50,000*l.* worth of goods, he would as a matter of common sense,

Sir R. H.
Knox, K.C.B.

21 Jan. 1901.

Sir R. H.
Knox, K.C.B.
21 Jan. 1901.

I should call it, ask the finance people whether they thought it was all right.

2377. Do such cases as the Director of Contracts calling attention to the Spending Department going outside its Votes often occur?—No.

2378. You could not probably give us an instance?—No.

2379. Is there any independent check or review exercised on the operations of the Director of Contracts himself?—The checks upon him are the necessary proceedings with the other departments, that is to say, he ought not to be able to do anything which other departments are not as well aware of as he is himself.

2380. There have been some instances brought before us in which the operations of the Director of Contracts certainly did not lead to economy. Would such cases be brought to the notice of the Financial Secretary?—Not unless the complainant (who would be the Demanding Department, I suppose) represented them. I think that that check upon him should exist, that if his system, which is the system recognised by the department, has failed in a particular instance to get the things as cheaply as they can be obtained, it is incumbent upon the department responsible for the supplies, if they know it, to represent it to him, and, if they think advisable, to his chief.

2381. But the Director of Contracts has over him no individual and no force which is continually impelling him towards economy?—He has the branches for whom he supplies; they are supposed to impel him towards economy; they are watchful upon the contracts he has made.

2382. Then it is the using departments which are supposed to keep and fix his mind upon economy?—It is assumed, of course, that our system of going to open tender is the best system; it may or may not be, but it is recognised generally as the best system for obtaining things at the cheapest price; it is the system that the House of Commons has recognised, they are jealous of any other system, and I think that the Demanding Department should be the watcher, as it were, of the Director of Contracts, that he is doing the best for them that he can do.

2383. Then you think it would be the duty of the using or obtaining department to draw the attention of the Financial Secretary to any lapses from economy on the part of the Director of Contracts?—Yes, if they saw that the system which the Director of Contracts is bound to adopt is not producing the best results economically, I think they are bound to report; in fact, I know, of course, and you know, that there are not only these sources of supply for a very large number of articles, but there are the factories which make endless articles; in fact, they make a very large number of articles that the trade cannot make at all, and never has made, but it is open to the Director-General of Ordnance, at any time when he has a supply before him, to say, "I believe I can make these things better and cheaper at the factory than you can get them in the trade." He is a party always to the allocation as between the factories and the trade, and it is open to him to suggest that method as against obtaining them by ordinary tender through the Director of Contracts.

2384. Then may we take it that the check upon the Director of Contracts is exercised, or should be exercised, only by the using departments, and that there is no other check upon him?—There is no other check upon him.

2385. Would not a big providing department, like that of the Director-General of Ordnance, have a very strong motive to get the best and cheapest article in the shortest time?—Generally, I think, that it is so. Their views as to what the best article is, and the best market, of course, might not be absolutely right; but, according to their views, I think certainly they might be looked to for that.

2386. It has been admitted to us, I think, that the Director of Contracts has not got full information of rejections or delays under the present system. We have been told, for example, that contracts have been given out at higher prices to contractors already in large arrears. In such cases would not the using department, which was aware of all the rejections, and had suffered from them and from delays, be in a better position perhaps to form a just idea of the competence of a contractor than a central contracting department?

No, I think that a department which was in that position should, as a necessary part of the system which cannot work unless there is that communication between them, point out what they regard as at fault, and should look to the Director of Contracts to see that it is set right. I have no doubt that he has an explanation to give, which you have not heard, of his proceedings with regard to these matters, but I think if there was proper communication between the two departments, anything of that kind which might have occurred if it could be set right would be set right.

2387. You have said that an independent check upon all departments of Government is absolutely necessary, and that is my very strong opinion. Would a central Reviewing Department, reviewing all contracts, meet your requirements?—I believe that the present system is better than that. I think a mere reviewing department, from the fact that it has no results to bring out and is charged with no function except mere review, would be likely to drop into desuetude, and not to be supported by people in authority.

2388. Is not the whole principle of audit one of review, and does not that operate as a very salutary check?—It does, and it does not. It depends what the condition of the accounts is, and so forth. But the Audit Branch here is also the Accounts Branch, which is the branch which is responsible for bringing out the results of the expenditure of the year, and it is in the process of doing that that it discharges the duty of audit.

2389. If the principle that the Contract Department is to be equipped with technical inspectors is adopted and acted upon, will it not lead, in the long run, to considerable expense and to rather a duplication of officials?—I think that in normal times the staff of the Director of Contracts Branch and the staff available in the Director-General of Ordnance Branch is sufficient to provide the men necessary for visiting from time to time these various departments. I do not think, myself, that there is any necessity for the creation of additional officers.

2390. May not this new departure in the obtaining of these two new inspecting officers lead on a good way, because they will only be experts in two or three things perhaps, and more experts will be wanted; and may not a whole separate inspection department tend to be built up?—I think so; I think the technical man can be very easily obtained from the Director-General of Ordnance Branch, and better obtained, because an officer will be nominated who is acquainted with the special product. You must have one for clothing. The Ordnance man would not do for the clothing; but the Director of Contracts would look into it from a general and administrative point of view, and trade point of view; and I think the branch in normal times could do it. Of course, the Director of Contracts Branch has been much increased to meet the strain of the war—more than doubled—trebled, probably. But for this higher duty of course you want higher men and experienced men, from his point of view. This branch, at present under the extraordinary pressure of buying all the stores that have had to be bought, naturally could not spare any of its men to look after this inspection work, as it is called; but I am certain there would not be constant employment for these two men to do the required inspection, and that in normal times the Contracts Branch and the Director-General of Ordnance Branch can produce the men necessary to do all in the way of inspection that is required.

2391. In fact, you think that all the technical inspection that is required is already provided for, or can be provided for by the departments of the Director-General of Ordnance, and the Quartermaster-General in other cases?—Yes.

2392. Might we not draw a line, is not a line capable of being drawn, between the duty of purchasing stores and the duty of supervising contracts for a barrack or a fort; is there not rather a sharp dividing line between such duties?—I do not see it. It is a different kind of trade, of course, but I do not see that in principle there is anything different, so far as the arrangement of the matters with the contractors is concerned.

2393. The Director of Contracts has stated to us that bills for payment under his contracts are referred to the Accountant-General for audit, and has also told us that he considers it would be better if that audit was

conducted in the Contracts Office; do you agree in that?—That is a case of grab on the part of the Director of Contracts. I should say certainly not.

2394. I think that we are right in assuming that all papers which have to go to the Secretary of State go through the Permanent Under Secretary of State. Lord Haliburton told us that, I think?—It is not absolutely correct. The Financial Secretary has the power to submit things which especially belong to the business for which he is responsible direct to the Secretary of State for approval. But if it is a question of difference between a department and so on, that is a bigger question, and that question would come through me. I mean that there are certain contracts—these very things, for instance—that the Financial Secretary might think were even too big for him to deal with without the Secretary of State, at all events, being aware of it; in that case he would send the papers on to the Secretary of State direct and not through me. But if a difference arose as between the different Military Branches, as we call them, and the Director of Contracts, the Financial Secretary having expressed his opinion, it would come through me.

2395. There was one case brought to our notice in which the Director of Clothing appealed to the Secretary of State against a direction from the Financial Secretary and the Director of Contracts. In a case like that of a disagreement between two departments, would the matter be laid before the Secretary of State by you?—The Clothing Department, as I think I have already said in my evidence, was at that time very curiously and wrongly constituted, and what happened under those circumstances cannot be a guide to any proper procedure. Everything was rolled up in the hands of the Director of Clothing; he was his own auditor, he was his own supplier, he was a great deal his own contractor, and everything else; nobody knew what he did, and there was no way of anybody informing himself as to what he did; so that I think anything that is to be gathered from what happened there cannot be a guide to what ought to happen.

2396. I was taking it rather as an instance of a difference of opinion between two departments having to be referred to the Secretary of State?—It was not that. That was a case in which the Director of Clothing at that time was under the Financial Secretary,—nobody else having anything to do with him. No one controlled him; there was no examination of his accounts outside him; he was absolutely self-contained; and he did not like a decision that was given by the Financial Secretary and said: "Well, I am responsible for this business, I think that it is of very great importance that the Secretary of State should decide this question himself," and the Financial Secretary being spoken to in that way and appealed to to get a decision from the highest authority upon the subject, naturally sent it on.

2397. I have only one more question to ask you. In cases where differences between departments occur, and those differences have to be referred to the Secretary of State for decision through you, would both the plaintiff and defendant departments be present at the interview with the Secretary of State when the case was adjudicated upon?—Only if the Secretary of State wished it. He might decide upon the statements they had made upon the papers. But if one department were represented, certainly the other should be.

2398. (*Colonel Miles.*) I understand that you think, on the whole, that the present position of the Director of Contracts tends to produce efficiency and economy?—Yes, I do.

2399. With regard to efficiency, you would not put it that the Director of Contracts produces efficiency actually in the stores he buys,—in the better class of stores?—No, he cannot; he does not select the stores; he does not decide upon the stores.

2400. And he is not an expert?—The demanding department states what it wants, and decides, when the Director of Contracts has made the arrangements for the supply, whether they are the things he wants.

2401. And he secures efficiency in what particular way, may I ask?—The efficiency of the Service,—the general efficiency of the Service,—and that it is carried on on sound and proper principles. It is not a question of the article. It is assumed that the system we adopt of tender by the firms best known to be likely to make good supplies will produce the best and cheapest article.

2402. With regard to economy, the way that he would promote economy would be by accepting the lowest tenders; is that how economy is attained by him as against the departments making the contracts themselves?—He does not necessarily accept the lowest tender. It depends. The men who are on the list send in a tender of what they can supply; sometimes they cannot supply the whole thing; sometimes we know that their resources are not so complete as we should like for them to take the whole of the order, and, in that case, the order is spread over the various persons tendering, of course governed by the cheapness. He should not go to the highest except in very exceptional circumstances.

2403. How precisely then do you mean that he secures economy?—The arrangement is that he buys the cheapest things that are to be obtained which will satisfy the departments.

2404. That could be done by the departments themselves, could it not?—Yes, the whole thing could be done by them. One man might try to do the whole work of this department; but it is necessary, in order to transact any large business, to divide the labour. This is an excellent division of the labour, and it secures objects which are of paramount importance, I believe.

2405. I think you said that in some cases the Military Departments did not show the same anxiety for economy as the Civilian?—No; I think they are mainly influenced by efficiency, and their own notions being adopted.

2406. I think you will agree that, in some branches the Military Spending Departments are not quite satisfied with the present financial arrangement by which they can watch the expenditure on the Vote?—They have not the record exactly in their own office, because it is impossible in any system of account, not to make that division of labour; there must be a division of the account work from the other work, and they may not be aware—they cannot be aware—except in the roughest possible way, of how they are spending their money. They can of course take a rough note, or even a business-like note, of how much liability is incurred in a big way against the credit that has been given to them. In that way they may form a rough idea. That has to be done, of course, in a thorough and systematic way to watching the liabilities; but of course the actual payments they do not make and they do not record; that must be done as a matter of business elsewhere, and they cannot know without getting the best information available from the Accounts Branch how their money is going.

2407. But my question was whether any of the branches are dissatisfied. Have you heard any dissatisfaction expressed?—These various departments, of course, not appreciating sound principles of administration, would like to have the whole account and audit entirely under themselves, without any external watching at all. The whole of our system is directed against that sort of thing.

2408. Appeals to the Secretary of State are of very rare occurrence; you would not say they are of frequent occurrence?—You mean appeals in consequence of difference of opinion, squabbles, disagreements?

2409. In this particular case the first process of appeal is to the Financial Secretary; then, if the military element wish to carry it further, they appeal to the Secretary of State, do they not?—Yes.

2410. Such appeals to the Secretary of State, speaking generally, are not of frequent occurrence; they are certainly rare?—I do not think they are very frequent.

2411. (*Sir Charles Welby.*) But that frequency or infrequency rests with the heads of departments?—Yes.

2412. It is a fact, is it not, that the functions and responsibility of the Director-General of Ordnance have been increased very largely during the last few years by the addition to his department of the Ordnance Factories and in other ways?—Yes; the supervision of the work done in the Ordnance Factories has been taken away from the Financial Secretary and added to the Director-General of Ordnance.

2413. And should you say that that has constituted a very large addition to the burdens imposed upon him?—I really do not know how far the work comes up to him, and how far the Chief Superintendent of

Sir R. H.
Knox, K.C.B.
21 Jan. 1901.

Sir R. H.
Knox, K.C.B.

21 Jan. 1904.

Ordnance Factories submits to him the details of the administration there, but I do not know that it has increased his daily labours very much.

2414. I did not speak so much of his labours as of the responsibility upon him through the concentration of functions in a single officer?—Yes, it has increased that very much.

2415. I suppose that a break-up of the Contract Department, which would involve the transfer to the Director-General of Ordnance of the great bulk of the work now done in the Contracts Branch, would add considerably to that concentration of responsibility and functions?—Yes, I should think it would.

2416. Then, do you think that, apart from the question of principle, there is a practical objection to this further concentrating of responsibility in the person of an officer who is already very heavily loaded?—I certainly think there is. As I have said, division of labour is necessary in order to do a large amount of business satisfactorily, and I think the present division of labour is a very satisfactory one, and that if a change be made the tendency will be to overburden, even from a labour point of view, the other officers.

2417. (Mr. Beckett.) Your evidence leads us to think that you are entirely satisfied with the present system; but do you think that a system can be entirely satisfactory which is regarded with so much dissatisfaction by a great many of those who have to work under it?—I think that is almost an evidence of its excellence.

2418. That is a paradox?—It is doing its duty. I am, and have been all my life, one of the most unpopular officials at the War Office, and I consider that is the greatest compliment. I look upon it as a testimony that I have been doing my work of financial control thoroughly well.

2419. Just now, referring to the case which was mentioned by Mr. Gibb with regard to new harness, you said that you were present at a conference with the Secretary of State, when a number of such cases as those alluded to were discussed. I gather from you that you think it is inevitable that such cases should arise?—I think that under the strain which has existed in our supplying the Army—the unthought-of strain—with an unthought-of amount of supplies and equipments, necessarily certain delays have arisen in obtaining stores from the resources of the country, but that that delay has not arisen from the fact that the Contract Branch carried out the business of making the contracts.

2420. You say also that in an emergency such as has arisen lately, which I suppose is responsible for the breakdown of the system, in certain cases the rules should be departed from—that there should not be a cast-iron system, but that the system should allow of certain deviations from it. Who is to decide when an emergency arises, and who is to sanction those departures from it?—An officer, if he is worth his salt, has to take the responsibility upon his own shoulders and say, "I am going to do this because I feel convinced of the urgency of the thing," and stand the risk of being found fault with or not; and any man who is not prepared to do that ought not to be in any position of responsibility in the Service.

2421. You say, with regard to reviewing, that a system of reviewing would have no results to bring out. I confess I do not quite gather what favourable results the present system brings out which would be lost under a reviewing system?—I believe that the system that we have secures absolute spotlessness in the distribution of the work over the trade of the country. I believe that any other system will not secure it.

2422. You used the term "spotlessness," and you have referred before to the fact that under the present system everything is above board; do you gather that there would be any probability of corruption creeping in if the Director of Contracts were eliminated?—Certainly, I do.

2423. Now, the Director of Contracts in his evidence said that he must be guided by the proposals put before him, and that he cannot go into every detail for himself; does not that argue that the heads of departments are as well qualified to make contracts as the Director of Contracts himself?—They are qualified to make the demands for the things that they want. I think that is all that that shows. I do not say that they are not qualified to make the contracts themselves—anybody is qualified with a little experience to

do any work of administration; but it is necessary to have proper control and checks, and no Secretary of State could enter this office and take that chair with any feeling of safety if he did not know that the machinery of the office was so arranged as to prevent scandals and abuses and collusion creeping into the enormous business that has to be done in the Contract Department.

2424. And you do not think that that would be sufficiently secured by a reviewing system?—No, I do not think so.

2425. You would give the Director of Contracts more power?—I would follow out the present system modified, if it be a modification, by an arrangement that there should be more co-operation as between him and the various departments for whom he purchases, and also contemplating that in emergency all sorts of things might be done.

2426. Then I gather from what you said just now, that you think there might possibly be more co-operation between him and the departments than is the case at the present time?—I am only accepting what has been stated, namely, that tenders have been accepted without conference with the other departments. I think that such conference is most necessary, one object, as I say, being to destroy the personal equation of the Director of Contracts; and so with regard to the men whose names are retained in the lists: it ought to be a matter of consultation and decision by the Financial Secretary when modifications have to be made in that direction.

2427. Then it is your opinion that the Director of Contracts should follow the lead and carry out the wishes of the heads of departments as far as possible?—Provided that they comply with what I should call the general contract policy of the department as regards general principles in dealing with the trade.

2428. But that general contract policy may be a good or a bad policy, and it has been described by Colonel Stevens as follows:—He says that under this policy the contractors do not come up to time, no penalties to speak of are imposed, and there is a disposition to continue contracts to defaulters. Do you consider that that is a good policy?—That is the opinion of one gentleman in the whole of the Service. I do not know how far it may be shared. But if you take the case of fines on contractors it is a most difficult, abstruse, and puzzling question, as you will see if you read the evidence and opinions of that Parliamentary Committee of 1874; and it has remained a difficult question from that day to this, how contractors are to be dealt with when they do not come up to time, or comply with the conditions of their contracts. I think it must be obvious to most people that they cannot all be dealt with in the same way, but that you must deal with them according to circumstances. In the case of some men it would be simply a farce to think of fining them; other men you may deal with by purchasing in default and so forth; but I verily believe that in the strain to which we have been put, and which has raised most of these questions here, most of the contractors have done their level best to supply everything that has been wanted by the State; they may have been sanguine in their forecast of what could be done. No contractor with the division of labour that there is in this country depends upon himself, he depends upon other contractors to supply him with a very large amount of what you may call the components of his own business. The materials and everything all depend upon the supply from other people, and I believe that the contractors have been doing exceedingly well, and that they have done all they could to help us, and I do not believe that any re-arrangement of the work would have brought about any better results.

2429. The Assistant Director of Contracts informed us that, in his opinion, his office was not obstructive enough; is that your opinion?—I cannot say that I am sufficiently familiar with the daily business of the Contract Branch. I do not believe them to be obstructive. I believe that they are as keen and zealous to do the business of the department as men can possibly be. They are extremely intelligent and extremely well informed, and it may be that because they have a function to perform they have strained their duties here and there excessively in the direction with which they are charged of managing the work. I can hardly give a meaning to the words "obstructive enough," but I think it means that this system of tender having been adopted by the Government of the country as the most

open and best method of obtaining goods for the Service, they should protest, more, perhaps, than they do, that that system should be adopted for every purchase that is made. They may, under those difficult circumstances, have exceeded what was right, and it might have been better, perhaps, for them to have made more concessions than they have made.

2430. One more question. Do you not think that it would be advisable that a system of rules should be laid down for the direction of the Director of Contracts such as now prevails in the Navy?—I should like to see a system of rules similarly laid down for everybody, because, as I say, I believe they would have a salutary effect in preventing people overstepping their functions.

2431. (*Sir George Clarke.*) Might I ask one more question with regard to the matter of "spotlessness": May we take it from you that you think that spotlessness is a special attribute of the present system, which could not be obtained in any other way except by that system?—Taking your own business in the factories, for instance, I believe that there is so much to be done in arranging purchases, arranging when they are to be made, what particular article shall be used, and so forth; that, not necessarily the men who are in chief charge of the department, but others in lower grades would be in a position to make demands for certain articles and so forth at certain times to suit the contractors. In a large factory, of course, there is more irregularity of supply than elsewhere. I think that there is plenty of scope for malpractices.

2432. As regards the pre-arrangement of times for demands with contractors, would not it be completely

possible at the present time? You have said, I think, that the subordinates at the Arsenal might arrange with contractors to make demands at special times which would be convenient to the contractors; would they not have all that power now, if they were not looked after by the superintendents?—Well, I think under a system whereby contracts were made, for instance, down there instead of here at Headquarters, there would be so much more opportunity for arranging matters with the contractors as against the present system, that it would be most unwise to transfer, for instance, the contract business for stores for the factories to the factories themselves.

2433. Supposing it were not transferred to the factories, but was administered by a small department under the Director-General of Ordnance, would there be any reason to suppose that it would not be quite as spotless as the present system?—I do not see what is to be gained by such an arrangement as that, and you get rid of all the local advantages, so to speak; all the same references would have to be made, and I should look upon the change as one which certainly would not be a change for the better.

2434. As regards the Works Contracts at the Admiralty, I am sure you would not mean to intimate for a moment that there was any reason to suppose that those contracts which are made direct by the Director of Works at the Admiralty are not quite as spotless as those that are made for the Inspector-General of Fortifications by the Director of Contracts here?—Well, I think the present system, our system, secures a greater purity.

The witness withdrew.

Colonel Sir GEORGE CLARKE, K.C.M.G. (a Member of the Committee) examined.

2435. (*Chairman.*) You have been Superintendent of the Royal Carriage Department since 1894, I believe?—Yes.

2436. Could you tell the Committee if there have been any cases of considerable delay at the Arsenal?—The cases of delay at the Arsenal are of almost daily occurrence in every branch of material supplied, and the delays in the supply of material frequently lead to extreme difficulty on the part of the Manufacturing Departments, who have to make promises not only to the Director-General of Ordnance, but also to the Admiralty, the Colonies, and to India. I might say, perhaps, as I do not think the evidence has been given before, that the system at the Arsenal is a little different to that of the other what might be called providing departments, that is to say, that while the principal Ordnance Officer at Woolwich dealing with ordnance stores can go straight to the Director of Contracts to procure the stores that he wants, in the Arsenal we have a large Store Department, which department holds reserves of stores to a certain extent, and it also does all our business in connexion with the stores, so that it is that Store Department which is the intermediary between the superintendents of factories and the Director of Contracts. In other words, there are two large clerical departments interposed between all the manufacturers and the purchase of 10L of material for their manufacture. That is a special matter with regard to the position of the Ordnance Factories. That Store Department now, under the improved position of the Arsenal, gives every possible assistance to the superintendents; its offices are only a few hundred yards from ours, and we can get at it at all times, either personally or by telephone or by writing; but all communications between me and the Director of Contracts have to go through that other department, and then become the subject of a separate correspondence. As a rule, nothing that I might write myself as to the state of the stores, as to rejection, as to any great dissatisfaction I feel with stores coming in, would go direct from me; all I write would be copied, perhaps a little altered and perhaps a little softened down, and would be then sent to the Director of Contracts. If it would not tire the Committee, I could give two or three typical cases of delays in the supply of material for manufacture; they would only be typical of a very large number of cases which happen every day.

2437. I think the Committee would be very much obliged if you would do so?—In November 1897, I was called upon to build an experimental field carriage

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which was very urgently wanted for competition with carriages made by other persons. I was pinned down to the specification of that carriage, and what I wanted was 50L worth of nickel steel. I recommended a particular firm, because I had had previous experience that they could supply that steel: I sent in my demand on the 30th November 1897, recommending this firm specially, and saying it was most urgent. The tenders were ultimately received, and it was then found that the Director of Contracts had put that small order, urgently wanted, out to open competition, and that Beardmore did not tender.

2438. Might I ask if you know, when that requisition reached the Director of Contracts through the Store Department at Woolwich, whether it bore on the face of it that the demand was urgent?—I could not tell you that.

2439. You would send it, marked urgent, to the Store Department?—I would send it to the Store Department, and it would pass on from them.

2440. And the presumption is they would transmit it, marked urgent?—And the presumption is they would repeat it as quickly as possible.

2441. (*Mr. Mather.*) Did you say it was urgent?—Yes.

2442. (*Chairman.*) They would send on your note that it was urgent?—Of course. The point was that as the thing was so trifling and it was urgent, I recommended that a special purchase should be made, instead of which it was put out to open tender. No one tendered who could supply it at all, so that on the 23rd December I again recommended the firm. On the 17th and 28th January I urgently pressed that the supply might be hastened. Ultimately, a tender from the firm, whom I had recommended in the first instance, was accepted on the 4th February, with a promise of delivery in 14 days, and then I had to point out that even if that promise were fulfilled, which it was not quite, the undertaking as to the time in which I had promised the carriage could not be complied with. My view, however, is if what I had asked for had been done, I should have got my small quantity of steel at once; the carriage would have been completed, and the effect on the public purse would have been exactly the same. In a case of special steel manufacture like spiral steel springs, used for running up guns, which are difficult to get and are very important, I sent up a demand on the 20th August 1897 for 250 of them, for 6-inch mountings.

Sir R. H.
Knox, K.C.B.
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21 Jan. 1901.
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Col. Sir G.
Clarke,
K.C.M.G.
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Col. Sir G.
Clarke,
K.C.M.G.
21 Jan. 1901.

2443. What is the cost of them?—From 37s. to 40s. apiece. On the 20th August 1897 I recommended a particular firm for that contract. The tenders came in, that firm tendered, and a second firm tendered, but the lowest tender was that of a third firm. On the 29th September, I agreed to the order being placed with the third firm, but as I had had no experience of their manufacture, I recommended that a sample spring should be submitted before proceeding with the bulk. I may say that I had private information which assured me that the firm could not carry out the order, but I could not inspect their works to see, and could not, therefore, when I had no evidence, personally, say straight off that the firm's tender should be rejected. The firm submitted a sample spring. I said it was unsatisfactory, and asked a representative to come round to see me. He did so on the 30th December. On the 8th January I had made it all clear to him; then supplies began to come in; some on the 27th June 1898, and some on the 1st July 1898, which were all rejected. Then the firm requested another interview, at which I pointed out all the defects; then the matter passed into a wrangle between myself and the firm, who said our tests were not properly made. I pointed out that the springs were not in accordance with the drawing or specification, and that our test was what we found necessary to meet the requirements of the Service, and could not be relaxed. They still contested the point, and I replied on the 14th September 1898, that they were not right, and could not be accepted. The wrangle went on some time; ultimately the firm delivered another 12 springs on the 21st October 1898—they were all rejected. I then recommended the whole order should be cancelled, and divided between the other two firms, and I said it was evident that the firm were unable to manufacture springs suitable for gun mountings. The delay was becoming very serious, as the whole of the mountings had been issued, and there were no springs available, and complaints from the Admiralty, I said, would certainly arise. Contracts were then placed out, divided between the other two firms, and ultimately they came in, and I got the last spring on the 19th September 1900. The time taken up in that business was three years and one month. Then there is another case of steel springs required for 15-pr. carriages and 12-pr. carriages, which were wanted—for the adoption of my new brake; and three firms tendered—Firms A and B for one, and Firms A, B, and C for the other. I was asked if Firm B's tracing was satisfactory, because his tender was lowest. I replied, "Yes." His tender was accepted. I acquiesced in that allocation, because I had no proof that he could not make springs. I could have sent a man to the firm, if I had had the power, who could have told me the next day whether they could make these springs or not.

2444. (*Mr. Mather.*) Who would prevent you doing so?—It is against the regulations to do so. Between the 22nd February 1889 and the 27th January 1900, they delivered 125 to meet an order of 40, and 123 of those were rejected, that is to say, they were continually sending them in, and they were all rejected. I wrote on the 20th November 1899 concurring in giving the firm a final chance, and the Director of Contracts wrote to him, saying it was very unsatisfactory. That paper was passed to me, and I said, "Noted, but this is causing great inconvenience and delay in the issue of field carriages. It is useless to try firms who cannot make springs. This contract has already been running for more than a year, and it supplies a good instance of the way in which manufacture is obstructed."

2445. (*Chairman.*) In both those instances you had not sufficient definite knowledge, I understand, on your own part to represent to the Director of Contracts that it was impossible, and only a waste of time, to give the orders to these particular firms?—That is precisely the case. I know all about making springs, and I knew a good deal about this firm, and I was morally certain that they could not do the work; but, unless I could have sent a man to look at their works, or had positive evidence, I would not like to put that on paper which might possibly injure a firm.

2446. But apart from the question of sending a man to look at their works, so long as the system of tenders which is laid down prevails, whether the Director of Contracts should be in existence or not, as you had not sufficient knowledge to debar these particular contractors, you would be more or less bound to accept

these lower tenders?—Certainly, unless I could have positively said from experience, which I should have been prepared to quote, that they could not do the work.

2447. But your contention is, if you had power to inform yourself as regards the capacities of these manufacturers, you would have found out at once?—I could have found out the next day. The upshot of this case was that on the 15th December 1899, 12 months after the date of my demand, Firm A—the firm I recommended in the first instance—was accepted for 137 springs in default at an excess cost of 1s. 3d. each, which, I believe, was to be recovered from Firm B. Firm A delivered those springs. In another case of round steel which was very urgently required—a less complex material—that was demanded on the 20th February 1900, and the demand was marked "most urgent." On the 27th March the Director of Contracts passed the tenders to me through, of course, the Store Branch, and asked: "Will a certain firm, delivery 40 hundredweight, beginning weekly, in 30 days, suit?" I replied that it appeared to be satisfactory, and might be accepted. The order was placed with the firm. The deliveries began to come in; there was rejection after rejection, and ultimately a representative of the firm came to see me, and told me that the material which was defective was not made by him, but by another firm; and the upshot was that I have been already more than 10 months trying to get that round steel, and I have not got it yet. I do not think it is any good giving more instances, though I could go on with them. What we complain of is that we have not sufficient power to satisfy ourselves that a contractor can do a special thing like steel springs, or like the other thing I mentioned before; therefore, we have to acquiesce in a contract which we may know cannot possibly be completed.

2448. As regards the system, in the first place, your real position is to pass on a demand to the Store Branch at the Arsenal?—That is so.

2449. Would the Store Branch transmit it directly to the Director of Contracts, or would it pass through the Director-General of Ordnance?—The Store Branch would send it direct to the Director of Contracts; there is no intermediary.

2450. Does the Store Branch hold all the materials necessary for the factories?—It holds certain reserves and it receives material; but, of course, material urgently required—castings, and those kind of things—go straight into the shops, though the paper getting them out of the Store passes all the same. It is assumed that they have been in. The paper transaction takes place in every case; we draw and complete the necessary papers, but the material is delivered directly into the shops in those cases.

2451. (*Sir Charles Welby.*) I was a little puzzled by the way you put the case of the firm accepted for round steel. You told us that the firm's contract was referred to you, and you accepted it?—Yes.

2452. And what you said afterwards you objected to was that you were obliged to acquiesce in the acceptance of a contractor whom you might have reason to believe was unsatisfactory?—Whom I had reason to know could not make the thing; I could raise no objection to the contractor.

2453. In what way are you obliged to acquiesce; why is it not open to you to put forward the strongest possible protest?—I would not like to put it forward unless I could bring up something against him. I do it when a contractor has made a bad delivery on previous occasions; but if a name comes before me, as to which I cannot say in the past "he has failed," I do not like to say a man cannot do the work.

2454. But if you had good reason to know he could not do it, is it not only within your competence, but within your duty, to represent that to the Director of Contracts, and to warn him?—I should say, certainly not, unless I had positive evidence; one does not like to put things on paper without positive evidence, and a mere impression, or a mere knowledge that in all probability a man has never made these special things before, and, therefore, would be unlikely to be able to do it—a mere impression like that—I do not think justifies one in saying he could not do it.

2455. That seems to me to disclose an unsatisfactory state of things, but I do not see how that could be remedied, even supposing a contract were made by a

Contract Branch of the Director-General of Ordnance Department; he would still, from that contract-making Branch, have the case referred to you?—Yes.

2456. And in that case, if you had reason to know that the contractor was unsatisfactory, you would be obliged to put your reason on paper?—No; in that case I should send a foreman into the place at once, and he would find out.

2457. At present, are you precluded from doing that?—At present I am precluded from doing that.

2458. (*Chairman.*) Could not you represent to the Director of Contracts that, at any rate, you had some doubt as to the capacity of this or that firm, and ask him to satisfy himself?—I suppose it could be done, but I have always looked upon that as no part of my duty.

2459. But you could ask the Director of Contracts to watch, could you not?—He would not have a single man in his branch who could tell.

2460. But he could ask you for a man, could he not? That would be better, would it not, than the very large delay involved in getting these orders executed?—Yes.

2461. (*Mr. Mather.*) Surely you have sufficient authority to say, "I shall not give my consent to the acceptance of that lowest tender until I have sent down an expert from my department to assure myself that the work can be done by that contractor efficiently, and in the time required"?—I think one has that power, but it has never been exercised and it is rather a strong step to take.

2462. Strong against whom?—Against the habits of years. The custom has been that this is the Providing Branch.

2463. But if you have the right to do it, it is not a question of hurting people's feelings; you are determined to have the best material and the best means of getting on with your work, and you surely are not sufficiently a respecter of persons in the Contract Department, if by going the shortest cut, you can secure what you want?—That may be so, but I have made an absolute point, whenever I have had anything like definite information to go on, to act upon it at once.

2464. Would it make any difference to you if, in regulations being drawn to define the duties of Director of Contracts, it was provided in those regulations that the heads of departments should have the right, in fact that it should be their duty, to make these inquiries before the lowest tender was accepted?—I think that is necessary, and I think that is really what the Admiralty system is.

2465. Would that satisfy you on that point?—Certainly.

2466. If you had the power and it was your duty to do it, it would remove some of the difficulties with which you have to contend?—Certainly, it would make a material difference. The responsibility then would be thrown upon us if we accepted an unfit man.

2467. And that is what you want; you want to incur the responsibility if you have the power to act?—Yes.

2468. (*Mr. Beckett.*) Is the Store Department at Woolwich under the Director of Contracts in any way?—In no way; it is a Store Branch for Woolwich alone, and is under the Chief Superintendent.

2469. And he exercises his own discretion only as to purchases, does he? Do you think if purchases are made by heads of departments, there would be liable to be the abuses mentioned by Sir Ralph Knox?—I am quite certain, no, but still I would not give the power of purchasing to the heads of departments at all; I would give it to the Store Department at Woolwich, which is perfectly independent of the manufacturing heads, and at the same time is in close touch with them, and which, being part of the factories, has a strong interest in providing for them in the best and cheapest way.

2470. (*Mr. Mather.*) Who controls the Store Department?—The head of the Arsenal—The Chief Superintendent.

2471. (*Sir Charles Welby.*) With regard to the case of the spiral steel springs, you say, I understand, that the whole process took three years before it was finished?—Yes.

2472. But as shown in the memorandum I have here, which the Director of Contracts has submitted in that case, is not the delay which is directly traceable to the firm first accepted, a delay of one year only, and that at the expiration of one year you fell back on the contractors originally recommended?—Yes, that was the total delay; but deliveries began in December 1898.

2473. And the result of that was a further delay of two years?—Yes.

2474. And two years' delay was due to the failure of the contractors you yourself selected?—That is so, but the deliveries began soon after the second contract was placed. These mountings would take about two years to make.

2475. Then you consider two years not an undue delay?—Two years for the completion of the contract was not a delay which, in the circumstances, would have caused me to complain.

2476. It was a case in which you would contemplate two years being consumed, was it?—I think two years too much, though it is a difficult work I admit.

2477. Then you think the other two firms did, on the whole, pretty well when they got the contract?—One of them did extremely well.

2478. (*Mr. Beckett.*) I should like to ask you what blame you attach to the Director of Contracts, he not being in possession of all special information that was at your disposal, for giving this tender to the first firm?—I am not attaching any blame to the Director of Contracts.

2479. (*Mr. Mather.*) Your point is, in relation to that particular matter, that, had you been consulted before the contract was given to the first firm, you would have withheld your consent until you had sent someone down to know if the firm could have made those things as well as the firm you recommended could?—No; my point is that the tenders were referred to me, but that I had no power of satisfying myself whether the first firm could do the work, and therefore I felt obliged to raise no objection.

2480. What I mean in that particular case is, if you had had the power which you have said is the power you require, you would have exercised it. You would have sent down a man at once to satisfy yourself whether the firm, whose tender was the lowest, was capable of doing the work?—Instantly. Of course, we have the very strongest reasons for being economical in our work. When we make our estimates for everything we want, if those estimates are exceeded, even by the cost of materials going up, we are dropped upon, therefore we have, apart from our personal reputation as capable manufacturers, the very strongest motive for getting our things as cheaply as we can.

2481. Who calls you over the coals?—The Director-General of Ordnance.

2482. Has the Director-General of Ordnance really a constant check upon you in respect of the amount of money you are spending?—No, I should not say that; he has a constant check upon us in regard to punctuality of delivery and keeping our times, which, of course, affect his arrangements very much.

2483. Comparing you with open contractors as to cost, who makes that comparison?—I think that is one of the duties of the Director of Contracts.

2484. Therefore, the Director of Contracts does come in there?—I suppose he does.

2485. And in that sense he would form a check, as Sir Ralph Knox said?—But I am not at all certain whether he informs the Financial Secretary of cases in which the prices of the trade are very largely in excess of ours. If our prices exceed those of the trade, we hear of it, and generally have to make explanations.

2486. Will you tell us how your prices compare with the prices of the trades, and at what periods is this done—say, taking the turnover in six months of certain articles, how does the supervision of your professional work act as a check?—I cannot quite tell you. I do not think it is regular, but constantly a complaint comes round saying it has been noticed that certain boxes we are making, or whatever they are, are higher in price than the trade make them for, and I should be asked for an explanation. In some such cases I should reply at once, "The price you quote is the lowest price of several tenders; it is not certain that price is a market price, and it will very probably happen that the next contract—the same contractor's contract

Col. Sir G.
Clarke,
K.C.M.G.

21 Jan. 1901.

Col. Sir G.
Clarke,
K.C.M.G.

21 Jan. 1901.

"—will be at a very much higher rate than the one you are now quoting against me."

2487. The suspicion has from time to time arisen that the results of the manufacturing departments of the Government are not contrasted with the results of private manufacturing concerns, and the country does not know whether they are paying 25 or 50 per cent. more for their work than they could get it for outside; but, since you have mentioned it, can you give the Committee the details of the system? In what way is this check as to cost price constantly kept before the Manufacturing Departments? By whom in this office is that done—whose duty is it to do it?—I think it is done in the Accountant-General's Department. The system is that the cost of every single article made in the factories is put into a statement annually at the factory by the Chief Superintendent, and is embodied in a book which is presented annually to Parliament.

2488. (Mr. Beckett.) Who is it reported to in the first instance?—To the Director-General of Ordnance, and then passed to the Accountant-General's Department, signed by the Accountant-General as the Accounting Officer to the War Office, forwarded to the Treasury, and by the Treasury to the Comptroller and Auditor-General.

2489. By whom is it reviewed?—It would be reviewed in the Accountant-General's Office, and the Accountant-General would refer any question to us; but my grievance rather is that there is no countervailing statement made on the other side, and that the country has no means of forming an idea of how cheap most of the important articles manufactured at the Arsenal are. I should like to say that in five orders recently given for carriages alone, the loss to the country by employing the trade exceeded 411,000*l.*, that is to say, if those orders could have been placed with me, that amount could have been saved. Of course, I am not imputing that it was not absolutely the right thing to do, because the things were required in a hurry and had to be got, but that is an illustration, I think, of how cheaply on the whole the Ordnance Factories do their work.

2490. (Mr. Mather.) When your accounts are annually submitted to Parliament, are not there comparisons made between your accounts and those of a certain number of private contractors doing the same kind of work; otherwise the accounts are not of the slightest value, are they?—I do not know.

2491. No one except an expert could tell, could he, whether the price of a gun was equal to that of an inferior or superior production of any private firm?—Inspection, in most cases, ensures uniformity in quality.

2492. (Mr. Beckett.) Would you not suggest it should be the business of some department to compile a return of that kind for the use of Parliament?—I have always thought that is the kind of information Parliament would like. In one case of one important gun mounting, the price of the great gunmaking firms is rather more than double my price.

2493. (Mr. Mather.) I want to find out what is the check in your department, by which, if the orders you desire were given to particular contractors, Parliament would be satisfied that the country was being as well served by that system as it is at present by passing everything through the Director of Contracts?—Of course, my view is, that the manufacturing heads should not make the contracts, but that contracts should be made by the Central Store Branch of the Arsenal, which would mean very close personal check; that, I think, would save great delay in time and correspondence. It seems to me that a Central Contract Department in London cannot feel the same personal interest in getting things quickly as anyone connected with a great establishment like the Arsenal must feel. Everyone connected with an establishment like that has a certain *esprit de corps*, which makes him anxious to do the best he can for that

department, but there is no stimulus of that kind in the Director of Contracts, who does not know the nature or urgency of the case.

2494. (Mr. Beckett.) Would you not say that there is a special reason in the case of Woolwich, why the power of making contracts should be withdrawn from the Director of Contracts, due to the fact that so many articles which you purchase are required in the process of manufacture, and that if they are not purchased expeditiously the whole process is delayed?—I should certainly say that. We are not allowed to have large reserves of material, and as patterns change so rapidly, it would not be wise to keep large reserves. One is always trying to improve material; and we have to purchase to some extent from hand to mouth; and, therefore, rapidity of purchase is of the utmost importance.

2495. In fact more so than in any other department?—I should say so. Then I must say that considerable expense is caused to the public by the number of things we have to reject. In the first place, if rejection means that a whole piece of work has to stand idle for some time, the price always rises. In the second place, we have to make a number of tests which cost money; and in the third place, trials—like the trials in the manganese bronze case where we had to cast the vessels and prove them to see whether they would stand pressure—all cost money to the public, and are not done at the expense of the contractor. Then, again, if a material does not come in to time, I am very much pressed, and I have to use such materials as I have. Only the other day I was very much pressed to finish a 4·7-inch carriage. The thing has been ready for weeks, except as to certain tubes which I could not get, and I gave an order to cut those tubes out, which was an expense. I say if you have a department which is anxious to push on the work, you save a considerable amount of money.

2496. (Mr. Mather.) I should like to press you a little on the point of the Stores Department at Woolwich Arsenal, which you suggest might become an equivalent to the Director of Contracts' Department, so far as check is concerned at the present time. I think you said none of your people have any control over the officials of the Stores Department at Woolwich?—No, none.

2497. They are responsible to the Director-General of Ordnance, are they?—To the Chief Superintendent immediately.

2498. Who, of course, is the subordinate of the Director-General. Now, taking the case put by Sir Ralph Knox this morning, if we were to recommend that these duties should be performed by the Stores Department at Woolwich, in what way could you, by a statement, satisfy the inquiry that that Stores Department will be a check equivalent to that which the Director of Contracts now affords in passing orders into the country by your instructions?—It would not; and I entirely agree with all Sir Ralph Knox says about having one department checked by another, but I think there should, in that case, be a central reviewing department in London which would have cognisance of all prices paid for materials above a certain amount, and which would bring the buyer who purchased materials which it thought too dear to book.

2499. Purchased for you?—No, quite independent of us all altogether.

2500. Would that department be under the control of this Central Department in London, so far as check is concerned?—It would be, as the Director of Contracts' Department is now, quite independent of every spending department; it would be a reviewing and criticising department, and not a department which enters into the life of the others, and to some extent paralyses them.

Adjourned to to-morrow at 11 o'clock.

SEVENTH DAY'S MEETING.

SIXTH DAY'S EVIDENCE.

At the War Office.

Tuesday, 22nd January 1901.

PRESENT :

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

General Sir HENRY BRACKENBURY, G.C.B., G.C.S.I. (Director-General of Ordnance), further examined.

2501. (*Chairman*.) I understand that you desire to give us some suggestions with regard to possible modifications and improvements in the system of contracts?—Yes.

2502. Will you please do so?—I begin by saying that on Sunday last, I had for the first time an opportunity of reading the evidence of Colonel Steevens, the Principal Ordnance Officer at Woolwich, and Colonel Mulcahy, the Chief Ordnance Officer at the Army Clothing Department, and I also had an opportunity on Saturday of conversation with Sir George Clarke, whose views I know about the manufacturing departments, and it has struck me, in thinking the matter over, that the system which I proposed of simply breaking up the Contracts Branch and placing one portion of it under me in this office, would not meet all that is required; and an idea occurred to me under which I think the needs of my department might be greatly met, and yet the purchasing might be kept under the Director of Contracts without being placed under the head of the Supply Department. The Director-General of Ordnance has certain great responsibilities, but he does not attempt to carry out all those responsibilities himself from his office in Pall Mall; he decentralises that work; he acts, so far as general stores are concerned, through the Principal Ordnance Officer at Woolwich, and so far as clothing is concerned, through the Chief Ordnance Officer at Pimlico, while retaining in his own hands matters connected with weapons of war, and gun and small arm ammunition, which he works direct from Pall Mall. The Accountant-General, again, has very large responsibilities; he is directly responsible to Parliament for accounting for the Army under the Audit and Exchequer Act, but he does not attempt to do the whole of his duties himself in Pall Mall. He has a branch of his office at Woolwich, which does the accounting of the Ordnance Factories and does the accounting for the Principal Ordnance Officer, and he has another branch of his office in the Army Clothing Department, which does the accounting for the Army Clothing Department. That brings me to the Director of Contracts, who is charged with making purchases in concert with the heads of divisions. If that "in concert with" is to become a reality I think it must be done in concert with those officers of the Director-General of Ordnance to whom he delegates certain portions of his work. It struck me very much in reading the evidence that the Contracts Branch was not sufficiently in touch with those officers to whom I delegate certain powers, and the proposal I would now make is that the Director of Contracts should also decentralise, and that he should have an Assistant Director of Contracts in Woolwich Arsenal who should make contracts there in concert with the Principal Ordnance Officer and the Ordnance Factories, and that he should have another Assistant Director of Contracts at the Army Clothing Department who should take contracts in concert with the Chief Ordnance Officer

of the Army Clothing Department, while the contracts for weapons of war and ammunition, both for guns and small arms, should as now be made in this office in concert with the Director-General of Ordnance. In that way, I believe, we might get these branches in complete touch with the officers who are directly responsible for the ordering and supply of stores under me. The system, I may mention now (I do not think that this has yet been told to the Committee) is this: The Principal Ordnance Officer (we will take him, and it is the same with all) puts forward a demand either on his own initiative because he knows that certain stores will be required, and it is his duty to see that he always has a stock in hand, or upon a direction from this office. The latter case occurs especially in war time, when telegrams are every day being received from South Africa making immense demands for stores.

2503. (*Mr. Gibb*.) When you say "in this office" do you mean yourself?—Myself, in Pall Mall. Every one of these telegrams is brought to me, and I direct the Principal Ordnance Officer to supply, and to put in demands for replacement. The Principal Ordnance Officer makes out the demand and he sends it through the Chief Inspector of that Branch of the Inspection Department which inspects that particular kind of stores, it may be the Chief Inspector of General Stores, or it may be the Chief Inspector Woolwich if it is for ammunition, and so on. He sends in the demand through the Chief Inspector, who fills up the details of the demand from the specification. That demand then comes up to Pall Mall to my office, and it is passed to the Director of Contracts through the Accountant-General's Branch F. 12, which deals with the Director-General of Ordnance's accounts, and they note the estimated liability on this demand. It then reaches the Director of Contracts who puts out the contract, and that is then passed back through F. 12, who note the actual amount of liability incurred on the contract. If my proposal for decentralisation were to be approved it would, I think, involve, in order to save delay, that the Accountant-General should have both at Woolwich and at Pimlico an officer of F. 12 to note these liabilities; and he might send up a weekly schedule to the Accountant-General of every contract that has been made, or every demand that has been sent forward. If that were done I think we should get rid of an enormous amount of correspondence, and that there would be a direct touch between the Contract Branch and the Principal Ordnance Officer, the Ordnance Factories, and the Army Clothing Department. It would be necessary if that were done to build offices at Woolwich under the same roof, as in my opinion they ought to be, as the Principal Ordnance Officer's office, and either to build or to hire accommodation at the Army Clothing Department; and I should propose that these Assistant Directors of Contract should have the power subject to certain rules (for I think there ought to be more stringent and more definite rules for

Gen. Sir H.
Brackenbury,
G.C.B.,
G.C.S.I.

22 Jan. 1901.

Gen. Sir H.
Brackenbury,
G.C.B.,
G.C.S.I.

22 Jan. 1901

the Contract Department than there are) delegated to them by the Director of Contracts to make contracts for those respective branches in concert with the Principal Ordnance Officer and the Chief Superintendent of Ordnance Factories, and that they should only refer to Pall Mall when there was a difference of opinion between them and the Principal Ordnance Officer, the Chief Superintendent of the Ordnance Factories, or the Chief Ordnance Officer at Pimlico, which they could not settle. In that case they would refer to the Director of Contracts who would settle the matter with me.

2504. (*Mr. Mather.*) Do you mean the Assistant Directors of Contracts?—The Assistant Directors of Contracts should have power to make contracts in concert with the Principal Ordnance Officer and the Chief Superintendent of Ordnance Factories and the Chief Ordnance Officer at Pimlico.

2505. The Assistant Director and an officer of your department?—Yes.

2506. And an officer of the Accountant-General?—No, he merely notes; if he sees that my expenditure is going too far he warns me at once.

2507. Does he warn your officers on the spot?—He would under this suggestion of mine warn them on the spot; there is no such decentralisation at this moment. And then they should settle all contracts on which they could agree, which would be the immense majority, without any reference to Pall Mall at all, and a case would only come up to Pall Mall if they could not agree. Then the Director of Contracts would settle that case with me, and if we could not agree there is the usual appeal to the Financial Secretary.

2508. (*Mr. Beckett.*) I suppose the Director of Contracts at Pall Mall would be notified of these contracts after they have been made?—Yes, it would be the duty, of course, of his Assistant Director of Contracts, in whatever form he pleased, to send him up a weekly schedule or some such report.

2509. (*Mr. Mather.*) And in like manner would your representative notify you?—My representative should notify me, of course.

2510. (*Sir Charles Welby.*) Did I rightly understand you to say that there are branches of F. 12 already at Woolwich?—Not of F. 12, there is a branch of F. 12 at Pimlico; at Woolwich it is F. 13. The F. 12 is for Army factories only. So far as the Accountant-General is concerned, as I understand it, all that he would require (and I may mention that I have been talking to Mr. Harris on the subject this morning) would be to put in a more responsible man than he has at present.

2511. Otherwise the machinery is in existence?—The machinery is in existence if he is put in.

2512. (*Chairman.*) You suggest that the Assistant Director of Contracts at Woolwich or at Pimlico is to make the contract in concert with the officers there, under a strict set of instructions, and only to report to the Director of Contracts when there is a departure from those instructions, and the officers cannot agree?—When they cannot agree. Not on a departure from the instructions, but when they cannot agree.

2513. You would not have him report when there was a departure from the instructions?—I do not suppose he would depart from the instructions without asking leave to do so.

2514. For instance, the general system is that the lowest tender should be accepted; if for any particular reason the Supply Department wished to accept a tender other than the lowest, would that have to be referred by the Assistant Director of Contracts to the Director of Contracts?—Certainly not, according to my view, because I think there should be an instruction here, as there is in the Admiralty, that it is not necessarily the lowest tender which is to be accepted, but that the question of—I do not remember the exact wording of it—the contractor's ability to carry out the contract and the quality of the goods he delivers and so on, should all be taken into consideration as well as the lowest tender.

2515. But the system now obtaining in practice, is that the lowest tender should be accepted, taking into consideration questions of time, of course?—I would say that so far as regards those things where we personally, in this office in Pall Mall, work in concert with the Director of Contracts, it is not by any means the case that the lowest tender is always accepted.

2516. No, but generally it is so, is it not?—The Director of Contracts sends us up a schedule of tenders, and he says, "I propose so and so," giving his reasons, and we either say we agree or we say, "No, we do not think it should be given to that man, we do not believe in him, he has failed so often; we do not wish it to be given to him;" or we say, "Time is of such great importance that we would rather it was given to these people who we know can deliver," and so on; and in nine cases out of ten, in 99 cases out of 100 I should think, the Director of Contracts would take our view.

2517. (*Mr. Mather.*) He does now take your view, does he?—Yes, he does as a rule, not always; there may be a difference, but, as a rule, he takes our view.

2518. You have few disputes upon that point?—We have few disputes upon that point here in Pall Mall, very few, indeed.

2519. (*Chairman.*) Then, in your opinion, the Assistant Director of Contracts, either at Woolwich or at Pimlico, should have the power delegated to him to arrange with the department there if, in their view, a tender higher than the lowest tender should be accepted?—Yes, that would be the very essence of my proposal. If that was not done there would be nothing gained by it.

2520. (*Sir Charles Welby.*) He would report, of course, to his superior in Pall Mall anything that appeared exceptional?—Yes, he would report anything that appeared exceptional.

2521. (*Chairman.*) And the Director of Contracts in Pall Mall would have a reviewing power; he would point it out to the departments from time to time if he thought they were using their discretion too largely?—Certainly; exactly as I should have the same control over the Principal Ordnance Officer at Woolwich, the Chief Ordnance Officer at Pimlico, and the Chief Superintendent of Ordnance Factories. It is a controlling and directing power.

2522. Now, when a question arose of making an urgent purchase outside the system of tender, would it, in your opinion, have to be referred to the Director of Contracts?—No, I think it ought not to be, because it implies great urgency.

2523. And it would only be in cases of great urgency?—It would only be in a case of great urgency, and then the Director of Contracts would have his own man on the spot instead of, as now, if the Principal Ordnance Officer wants to make a purchase in a matter of great urgency, he has to communicate here with Pall Mall. Under that condition the Principal Ordnance Officer would communicate direct with the Assistant Director of Contracts at Woolwich, and say: "This is Thursday afternoon. I have to ship these things on Saturday, may I buy?" and he would say, "Yes," and would report it.

2524. He would have that power in his discretion?—I think he ought to have.

2525. To pronounce that there was such a case of urgency, subject to his general responsibility to the Director of Contracts, to whom he would have to explain it?—Yes, or, rather to agree to the special purchase being made on the pronouncement of urgency by my representative.

2526. (*Mr. Mather.*) What would happen if the Assistant Director of Contracts said, "No, you may not"?—Then the Principal Ordnance Officer would telegraph up to me at once, and I should go to the Director of Contracts about it.

2527. (*Chairman.*) And failing an agreement between the Director-General of Ordnance and the Director of Contracts you would appeal to the Financial Secretary?—I can scarcely think that in a case of real urgency the Assistant Director of Contracts would take upon himself the responsibility of blocking the public service for a question of technicality.

2528. (*Colonel Miles.*) Why should the special purchases be dealt with by the Contracts Branch; why should they not be dealt with directly between your Branch and the Financial Secretary?—That is what I propose when there is such an urgency.

2529. Why not remove special purchases from the Contracts Branch and place them under the Financial Secretary?—Who is to say what is a special purchase?

2530. (*Mr. Gibb.*) Apparently, in the Admiralty, the head of a department may purchase stores urgently

required without the intervention of the Contract Department?—I think that that ought to be. I think that the head of the department ought to be authorised to purchase stores in cases of great urgency, making an immediate report of his having done so, and, if he did it in excess, or did it when it was not urgent, then he ought to be pulled up.

2531. (*Chairman.*) But if you had your suggested Assistant Director of Contracts at Pimlico and Woolwich no time really would be lost?—No time would be lost if he were given the power to say "You may buy."

2532. And against any criticism you would have this kind of defence that the question had been considered by two people. I mean if you only had one man to decide for the purchasing department he would be more liable, I think, to criticism?—You must remember this, that under such a rule as exists at present we have no authority to make special purchases at all: at least the Principal Ordnance Officer has up to 25*l.*, but not above that. That order will, I think, by, I will not say any strong man, but by any man worthy to be put in that place, be constantly disobeyed, because he will say, "The public interest" and the needs of the Army take precedence of any "question of an order of that kind. I am going to make this purchase, and run the chance of being called to account."

2533. (*Sir Charles Welby.*) It has been done during this war?—It has been done during this war; and on every occasion when that has been done, so far as I know, the Director of Contracts has objected.

2534. But has he raised more than a formal objection and a formal query?—Yes, he has.

2535. (*Chairman.*) Any question of special purchases would be very liable to lead to criticism, and rather to provoke an atmosphere of unwholesome, though very likely totally unwarrantable, suspicion?—I think, myself, if power were given only to the head of the department to make the purchase, even then more or less the Principal Ordnance Officer would, as I say, if he knows the thing is of vital importance, and that it must go out by a steamer sailing immediately, disregard the rule and make the purchase.

2536. (*Mr. Gibb.*) Some strong man would, but a weak man would not?—A weak man would not, but a strong man would say, "Which is to take precedence"—the wants of the Army, the wants of the public "service in this urgent need, or the rule," and he would say, "Let the rule go to the wall."

2537. (*Mr. Beckett.*) By your proposal, under ordinary circumstances, the Director of Contracts would have only a very limited power of objection, would he, supposing that he disapproved of the arrangement made by the Assistant Director of Contracts, and the head of the department, what would his position then be?—I suppose he would pitch into his own officer, and tell him he had done wrong, just as I do into mine.

2538. Then the contract would have been made, of course?—Yes.

2539. He would only have the power of censure, in fact, or criticism?—Yes, over his own officer.

2540. But no power of obstruction?—No, but I have no more over the Principal Ordnance Officer or the Chief Ordnance Officer at Pimlico. I do not find out that he has done wrong until he has done it. It must be so wherever you decentralise or delegate authority; you do not know that a man has done wrong until he has done it, and then you have the power, if he is constantly in the habit of doing wrong, to get rid of him, I suppose; I should, certainly.

2541. (*Mr. Gibb.*) But you are rather assuming that the Assistant Director of Contracts would consent to urgent purchases more readily than the Director of Contracts at present does?—Because I think the Principal Ordnance Officer would see him and he would say, "Here, I have to send these things off on Saturday; I have only got so many hours or days; we shall never be able to do it with the usual system; may I send my fellows out and buy it?" And if the Assistant Director of Contracts was a very weak man, perhaps he would say, "No, I dare not do that; you must go to the Contract Branch." In that case the thing would work badly. But if he was a reasonable and strong man he would say, "Yes, cer-

"tainly, the urgency is great;" and then he would report to the Director of Contracts that he had sanctioned it.

2542. You would say that in time of war, at all events, and in cases of extreme urgency every responsible officer should be at liberty to do his best?—I think so. Look, for instance, at what was done for me here. Every financial rule that existed in the War Office was necessarily put aside at the beginning of this war, or shortly after this war started, and I had practically unlimited power given me to order and to purchase through the Director of Contracts whatever was necessary for the Army in South Africa, reporting afterwards to the Army Board.

2543. (*Chairman.*) But we have to frame a scheme for normal times?—Of course.

2544. (*Mr. Mather.*) The inquiry we have made so far, in connexion with the office of the Director of Contracts and his relation to the manufacturing departments and supply departments, tends to show that in normal times—not in war times, which we hope will become still less frequent in the future even than they have been in the past—the system does not work satisfactorily?—It is so.

2545. In the ordinary current business of the year in peace time it has been shown in evidence—we have to weigh it, of course, but it has been shown to us very clearly by witnesses from the supply departments, from your own departments, that friction does occur by the process of circumlocution?—Yes.

2546. And that frequently the supply departments do not obtain the goods which they think would be best for the service and the country?—Quite so.

2547. You have, in your own evidence, also said that the solution of the difficulties that have arisen so far would be that the Director of Contracts should be the servant of the supply departments and not, as it were, their master?—Yes.

2548. And yet, in a sense, their co-equal in determining and coming to a final decision, where there is a difference of opinion?—Yes.

2549. I would ask, in relation to the scheme you have just propounded, whether the representative of the Director of Contracts in the various manufacturing departments and supply departments ought not to be, in your opinion, really the servant of the head of the department charged with carrying out work under your control, in this sense, that in discussing the needs of the order to be given and the place where it should be located, there should be ample weight given by your representative to the views of the representative of the Director of Contracts, but that finally the decision should rest with your officer to demand that the contract should be given; and that after it has been given, it should be referred to the Director of Contracts and recorded there, and by him reported to the Financial Secretary. I think that was the scheme you wanted to have carried out?—I should infinitely prefer that the responsibility for the allocation of contracts did rest with me.

2550. Otherwise your scheme—no doubt modified in deference to the existing system and orders in council and so on—would introduce, would it not, an element of delay if the officer representing the Director of Contracts had to give permission, yes or no, to your officer, and if, supposing they did not agree, the matter had again to be referred to the Director of Contracts and so on. Would not that introduce another possibility of delay?—Then there is no alternative, is there, but to place the making of contracts under the Director-General of Ordnance?

2551. (*Chairman.*) A suggestion has been made to the Committee that in the case of such very highly technical stores as guns and ammunition, the dealing with these articles might be handed over direct to the Director-General of Ordnance, just as dealing with ships for the Navy is handed over to the Controller of the Navy; and similarly as regards works, that these might be handed over to the Inspector-General of Fortifications, just as works for the Navy are handed over to the Director of Works, that is to say, that these two departments of a technical nature would be detached from the Director of Contracts. Would you kindly favour us with your opinion upon such a suggestion?—I think that that would be a step in the right direction; but I would say that the portion of my work in which the least friction of all occurs, and the least difficulties

Gen. Sir H.
Brackenbury,
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22 Jan. 1901.

Gen. Sir H.
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22 Jan. 1901.

are experienced, is in connexion with the guns and ammunition.

2552. (*Mr. Gibb.*) Perhaps that arises from the Director of Contracts practically leaving the decision in such matters to your department?—To a certain extent it does.

2553. (*Mr. Mather.*) Apart from that there is a quantity of machinery, electrical machinery, and engines and appliances of all kinds required for the Army, which also come under what you call technical stores in the same way that guns and gun carriages and ammunition would come under that definition?—Yes.

2554. And the scope of the suggestion just referred to was that all that class of work should come directly under, and only under, the control of the Director-General of Ordnance or his officers, subject, of course, to a report being made to the Director of Contracts, and the whole thing being eventually placed before the Financial Secretary?—That, as I say, is a step in the right direction, but where my greatest difficulties occur is in connexion with the general stores, clothes, and so on.

2555. (*Chairman.*) Articles of a general nature, not highly technical?—Yes, not so much clothing, but general stores. I do not know if you have ever seen the vocabulary.

2556. Yes, we had one before us the other day?—Then you have seen what a mass of general stores there is.

2557. (*Mr. Mather.*) With regard to your suggestion about delegation to a Deputy Director of Contracts and a Deputy Accountant-General, in each of your departments, may I ask whether that would be necessary, supposing the system were so altered that the heads of your departments had the right of consultation with the Director of Contracts upon tenders and offers to work, and to decide in cases of difference of opinion to whom the work should be given if they required it?—Yes, I think that decentralisation would be equally necessary.

2558. Assuming that the head of any of your departments had a right and freedom, and, therefore, the responsibility, in case of difference of opinion, of demanding from the Director of Contracts that his wishes should be carried out in relation to that contract, there would be no hindrance, whatever, between the want and its supply?—Certainly, but that is practically making the contracts under me, is it not?

2559. It is practically making it under you, of course, but always with the intervention of the Director of Contracts, to make such representations to the head of your department or to yourself, as he may in the public service think necessary?—Then, I think, if all that is to take place by correspondence between Woolwich and London, that delays business frightfully, and I think the decentralisation would be better. You see the Principal Ordnance Officer has an enormous amount of responsibility, and a great amount of work, and he cannot be running backwards and forwards from Woolwich to London every day to have conferences with the Director of Contracts. And the same thing with the Chief Ordnance Officer in the Army Clothing Department, which is two or three miles off; he is taken away from his work a couple of hours if he has to come here to consult and go back again.

2560. Then your scheme would be that the deputy from the Director of Contracts, and the deputy from the Accountant-General, would be permanent officers in the department controlled by one of your heads?—No, they would be a deputy officer of the Director of Contracts located there, and a deputy officer of the Accountant-General located there.

2561. But would they be permanent officers of those respective departments?—Certainly.

2562. In contact with your officers?—Yes.

2563. And, therefore, their work, you consider, would be sufficient to keep them constantly employed?—Yes, ample.

2564. All the year round, in time of peace, I mean, in normal times?—Yes, ample.

2565. Then, to make it effective in the sense of your officer having the right to determine about a contract, it would be necessary for these deputies to accept his final decision in case of dispute?—Naturally.

2566. And any transaction so determined would be recorded and reported to the Director of Contracts?—Yes.

2567. Not for the purpose of his checking on that particular contract what might in his opinion be wrong; that would have already passed and gone on to avoid delay?—Yes.

2568. But the record of that transaction would be considered by him, and by the Financial Secretary and yourself, if thought necessary?—Yes.

2569. And there would be a check, after the event in that particular case, yet having a very important bearing upon any further transaction of that character that might come up between the two deputies and your department?—Yes.

2570. That is a check you consider sufficient for the purpose?—Yes.

2571. Am I not putting it rather higher than you do?—Yes.

2572. I mean that your officer should have the determining voice on the spot and practically order the Assistant Director of Contracts to give the contract where he thought best?—I did not go so far as that.

2573. No; I say I am putting it higher, but I am doing it because the evidence given by you the other day is not quite in accordance with the recommendations you make to-day?—No, it is not. I distinctly said so. I have been thinking out whether there was any means by which, while keeping the Director of Contracts, I could better the existing state of things. I still distinctly say I should prefer to have the making of contracts myself.

2574. (*Chairman.*) But failing that, you have been trying to work out a scheme that would dovetail in with existing institutions?—Yes, which would dovetail in with existing institutions. I was satisfied when I read the evidence that my own original proposal, which was simply to do away with the Director of Contracts and put that branch of his office which deals with my stores into my office here in Pall Mall, did not go far enough; that it would be absolutely necessary, in order to get into proper touch, to decentralise that office, and that if that office of the Director of Contracts were placed under me I should decentralise it. I think it is right that I should say that straight out.

2575. (*Sir George Clarke.*) Then you regard this proposal of yours to-day as distinctly in the nature of a compromise?—Distinctly in the nature of a compromise.

2576. And, like all compromises, it must be liable to criticism?—Yes.

2577. And it would be possible to criticise somewhat severely this suggestion and show that there are loopholes in it which might lead to difficulties later on?—I think any system that the human mind can devise is always liable to be found to have something wrong in it eventually.

2578. Then you think, do you not, that there is only one great principle which should rule the spending departments of the War Office, and that is that the heads of those departments should be held individually responsible, with complete power over their expenditure?—That is my original contention.

2579. And you think it desirable that a reviewing department outside of those departments, a reviewing department of purchases and of contracts, merely looking into purchases and contracts above a certain amount say, and seeing that certain regulations are followed and certain monopolies not created, would be quite sufficient to guarantee the public that everything was right?—That is my personal opinion.

2580. Is not that founded on a great principle, while you cannot say that this compromise is founded on that principle?—The compromise is not founded upon a principle. I never heard of any compromise that was.

2581. And as regards the practical working of this compromise system, I take it we might assume that it would mean a larger staff than the adoption of the great principle we have spoken of; it would mean reduplication of staff in a certain way?—I do not see that.

2582. Your Store Department at Woolwich with very little assistance and doing very little more than it does now would be able to purchase all the stores required?—I do not agree, I am afraid.

2583. I think you will find that nearly the whole of the work is duplicated?—I am afraid I do not agree in that. The actual work of the Director of Contracts is the preparation of tenders and sending out the tenders, the receipt of the tenders, and the examining of tenders and correspondence upon them with the contractors, and for all that we should require an additional staff.

2584. But not in proportion to the staff if the thing had to be independently performed?—I am afraid I could not say that.

2585. (*Mr. Mather.*) What reduction might it possibly make in the staff of Director of Contracts now?—I could not answer that.

2586. (*Sir George Clarke.*) But we had from the Deputy Inspector-General of Fortifications the statement that if he were allowed to make his contracts under the Inspector-General of Fortifications practically the addition to his staff would be trifling because so much of the work is now duplicated?—I have not looked into that question of duplication of work.

2587. It might prove, as I say, might it not, that there would be a considerable saving of staff when it came to be looked into if you had the full power?—Very possibly.

2588. Would not the reality of the decentralisation, under the compromise scheme, depend considerably upon the views that might be taken by the holder of the office of Director of Contracts, that is to say, he might not be of a decentralising tendency, and might work his apparently decentralised office upon extremely centralised principles, and much would, therefore, be left with him?—I think a great deal would depend upon the Financial Secretary, because if the Director of Contracts attempted to recentralise that would be represented to the Director-General of Ordnance who would object, and would go the Financial Secretary, and, if necessary, to the Secretary of State.

2589. We have been told by the Permanent Under Secretary that there is a general tendency among departments of all kinds to draw power to their own hands. If that tendency asserted itself in the newly constituted office of the Director of Contracts would not that, to some extent, defeat the decentralisation which you hope would arise from the system?—No doubt.

2590. Therefore, would it not depend upon inviolability of the regulations drawn up for the guidance of the Director of Contracts; that certain rather rigid regulations, such as those of the Admiralty, would have to be drawn up and those regulations would have to be rigidly adhered to if any benefit was to be derived from the system?—I do not think it is necessary to draw up such elaborate regulations as there are in the Admiralty. I think a few guiding principles are all that is wanted.

2591. In any case, I suppose that you would desire to see some extended power of direct purchase given to the departments; that the Arsenal should not be limited to 25*l.*, and the Principal Ordnance Officer should not be limited to 25*l.*?—I think a money limit is meaningless. I do not see any meaning in it. The question is, Is an urgent outside purchase necessary in the interests of the public service at this moment, or is it not; and that should be his guide; it is not a question of 25*l.* or 100*l.*

2592. And lastly, you would prefer to see any reorganisation of the Contracts Branch or of any Branch of the War Office based upon great principles and not saturated with compromise?—Yes, I should prefer it greatly. And I repeat what I said in my original evidence, that I think if you go to great principles and do not want compromise, then the great principle is that the man who is held responsible under the Queen's Order in Council for supplying the Army should have all the means of getting that supply in his own hands, that is the great principle that I see.

2593. (*Chairman.*) The essence of your suggestions, which you say are a compromise, comes to this, that the Assistant Directors of Contracts being in close touch with the officers of the Supply Departments and acting in concert with them would more thoroughly realise their difficulties would more readily assist them, and that delays would be avoided and superfluous correspondence done away with?—Quite so.

2594. And it would be necessary in order to carry out your suggestions that all purchases of clothing should be actually made at Pimlico, and that all pur-

chases for Woolwich Arsenal should be made at Woolwich?—Yes.

2595. You would see no objection to having purchases made at Pimlico and at Woolwich?—It is only a question whether the letter inviting tenders is posted in Woolwich or in London; that is the only difference; and whether the acceptance of the tenders is dated from Woolwich or from London. There is absolutely no other difference.

2596. (*Sir Charles Welby.*) But the contractors do come occasionally in person to make inquiries?—That is another point that I should like to mention: that at present the contractor has a great many different places that he has to go to. If he wants to see the Contracts Branch he has to come here to Pall Mall; if he wants to see the man who has ordered the stores and knows what he wants, he has to go to Woolwich and see the Principal Ordnance Officer, or the Superintendent of the Factories; if he wants to consult the Inspection Branch which has rejected some of his contracts, and to find out why it is done and make inquiries, again he has to go to Woolwich. Under my system the Inspection Branch both for general stores, guns, and everything else is at Woolwich, the principal Ordnance Officer is at Woolwich, the Chief Superintendent of Factories is at Woolwich, and the Contract Office would be at Woolwich too; and he would see the whole of them in one day. And the same thing at Pimlico; if he wants anything about clothing, if he wants to see the inspector who has rejected clothing he has to go to Pimlico; if he wants to see the Chief Ordnance Officer who has demanded the clothing he has to go to Pimlico; if he wants to see the Contracts Branch he has to come here. Under my system he has only one place to go to, Pimlico.

2597. And also there would be the additional advantage that he would be able to see the representative of the Supply Department and the representative of the Contract Branch together, and there would be less risk of getting two different answers from two different authorities?—Quite so.

2598. (*Sir George Clarke.*) May I take it that, in your case there is no objection whatever on your part as head of a great department to a review of your proceedings by outside Civil departments?—Absolutely none. I court review.

2599. But the difficulty you think that occurs is the intermediate interference and interaction of those departments with yours which impairs and destroys your responsibility?—Yes, that is the case. It is this particular department I find it in. There is no difficulty now between my department and the Accountant-General's department; they do not always agree with me, but it is very seldom we do not find that we do not agree together ultimately. I see that they are right, or they think I may have made out a good case, and they agree with me. It is very seldom now that I have to refer anything on appeal to the Secretary of State, which I have the right to do in any case where there is a difference between myself and the Financial Secretary.

2600. (*Sir Charles Welby.*) These suggestions of yours would not affect the question of purchase of warlike stores for the Navy?—No, I am not thinking of that; I am thinking only of my own department.

2601. (*Mr. Beckett.*) Under your scheme who would see to the execution, and the progress of the orders?—I have not reached that point yet, but I have noted down in these rough notes which I have brought with me that this proposal, if accompanied by the grant of authority to me and my representatives to press on defaulting contractors and to deal with contractors from the time the contract was made would greatly improve matters, provided that my representations as to inflicting penalties were not ignored.

2602. Then the Assistant Director of Contracts would have nothing further to do with the matter, would he; the responsibility would rest on the head of the department?—When he has made the purchase the rest ought to be in our hands.

2603. (*Sir Charles Welby.*) Except the actual infliction of penalties?—Except the actual infliction of penalties. The actual infliction of penalties, in my opinion, ought not to be in the hands of anyone short of the Financial Secretary himself, because it is a serious question. If it were placed absolutely and entirely in the hands of, say, the Director-General of Ordnance he might perhaps get up a bad state of feeling somewhere; if he

Gen. Sir H.
Brackenbury,
G.C.B.,
G.C.S.I.

22 Jan. 1901.

Gen. Sir H.
Brackenbury,
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G.C.S.I.

22 Jan. 1901.

were a little indiscreet he might possibly do harm, but his representations ought not to be ignored in the way they have been in the past in the Contracts Department, and I do not think it is satisfactory that when the Director-General of Ordnance or his representative the Principal Ordnance Officer says that deliveries have been so bad that he presses for a fine, the Director of Contracts should have, in his own hands, the power to say, "I shall not inflict that fine."

2604. (*Mr. Beckett.*) And you would refer it in every case to the Financial Secretary?—I think that if there was the smallest objection he should decide. Or, to put it in another way, I think that if the fines recommended by my department were not carried out as a matter of course, the remission ought to be solely in the hands of the Financial Secretary.

2605. And the Director of Contracts should have no power of that sort in his hands whatever, except the power of representation?—Yes, except the power of representation.

2606. Now, as regards these travelling inspectors, would you propose that you should appoint these travelling inspectors?—That raises another point, too, that is the question, to whom contracts should be given. Firms tender who have not had contracts before. I hold that my department is the best department to visit those works, and to see whether they should tender, and whether their tenders should be accepted or not, because I have experts who understand what the capability of a firm is. The Director of Contracts has not such men, his men are War Office clerks. I do not want to say a word against any man in the Director of Contracts office; I believe they are the most industrious, hardworking, and faithful servants it is possible to have, but they cannot have expert knowledge as to the power of works to undertake contracts.

2607. And I see that even in regard to a department of the work that is held up to us as being one that could only be efficiently discharged by the Director of Contracts, you say that one of your people visited the north of England, and found out a vast number of sources of supply which the Director of Contracts had never attempted to find out?—He had not previously attempted to find them out.

2608. Therefore, in that department you think the work could be more efficiently discharged if it were placed in your hands?—Yes.

2609. And there is one other question, you said that you did not find that there was much friction as regards the ordering of guns and ammunition, and so forth, between yourself and the Director of Contracts; but I see that you say, at No. 364, in your evidence, "The difficulties that we have experienced in the past year have been very great, and there has been constant friction between my department and the department of the Director of Contracts." Would you mind saying in what direction that friction has arisen?—That is more in connexion with these general stores, and also to a certain extent clothing, but chiefly general stores.

2610. (*Sir George Clarke.*) The guns and ammunition contracts you refer to are very large contracts?—They are mostly very large contracts, and they are with great and well-known firms.

2611. That is really the reason why there is no friction?—We are so limited. There are only two firms in the country that make guns, Armstrongs and Vickers. There are a certain number of firms, a small number, who make projectiles; occasionally a new firm wishes to come in and that is referred to us; and there is not room for friction there. There are a very limited number of firms again who make small arms.

2612. And it has been your policy, as Director-General of Ordnance to try and increase the number of firms and encourage them to tender?—Most distinctly; I am doing everything I can to do that.

2613. (*Mr. Beckett.*) With regard to the scheme which was outlined to you by the Chairman, you say you consider it a step in the right direction, but do not you think it would be a further step in the right direction than the compromise that is now suggested by you?—Yes, I do. There is nothing in what was outlined to me that would not go with this compromise too, that is to say, the guns, the ammunition, and the mountings being put entirely into my hands, but you would still want some means of making contracts at

Woolwich and at Pimlico in concert with the heads of the departments there.

2614. (*Mr. Gibb.*) But you would not object to the Director of Contracts having a sufficient staff at his disposal, including travelling inspectors, if necessary, to seek out sources of supply?—Not the least.

2615. You only wish that you should have complete facility for visiting works whenever you wished to do so?—Yes.

2616. And the Director of Contracts has explained to us that his admitted failure to do so was due to want of staff?—I am not so sure that those men would be necessary for the Director of Contracts if he had nothing to do but inviting tenders and placing them out; because, if I were given a free hand, I should constantly be sending out my people to try and find out fresh sources of supply.

2617. And your inspectors, you think, from their superior technical knowledge would have better means of judging the capacity of works?—The officers of the inspection branch and of manufacturing departments of the Ordnance factories, of course, have great technical knowledge and, as a rule, if I send out an inspector and one of those people together, they practically combine all the knowledge that can be wanted. One of them understands what the machines can do; when he sees the shops at the manufacturing works he can judge of the power of its output, and the inspector can judge of the quality of the stuff they are turning out from what he sees.

2618. And, thirdly, an experienced buyer like the Director of Contracts can, perhaps, better judge of the wiles of traders?—I daresay he can.

2619. So that you would have a combination of all; a knowledge of stores and a knowledge of human nature?—I do not think you can get any more knowledge of human nature by sitting on a stool in the War Office than by inspecting goods or manufacturing them Woolwich or Enfield.

2620. Now this valuable suggestion you have made is not a compromise in any other sense than differing from the suggestion that you made formerly. It is a well thought-out and thoroughly complete scheme, not sacrificing principles, is not that so?—It sacrifices a great principle, to my mind, the principle that the officer responsible for the supply should have the power of dealing with that supply himself in every step of it from first to last.

2621. But, on the other hand, your consideration has led you to see that the grant of the complete power of making purchases to the Director-General of Ordnance would controvert another great principle, namely, that of decentralisation as compared with centralisation?—My original proposal to simply put that part of the Director of Contracts Branch which deals with my stores into my office here in Pall Mall, I am satisfied from reading this evidence and from other sources, including conversations I have had, would not go far enough, and that I should have to decentralise.

2622. And in choosing between the two great principles you are satisfied that the suggestion you now make would be the most satisfactory for the public service?—The best thing in my mind, personally, would be to break up this contract-making branch and to put the portion of it which purchases ordnance stores directly under me. The next best thing, if this Committee are unwilling to place the making of purchases directly under me, is the suggestion I have made to-day. That is my personal view of the matter.

2623. And according to the proposal, the local representative of the Director of Contracts and the local representative of the Director-General of Ordnance would settle between themselves practically all questions of contracts subject to a review by the head office in Pall Mall?—That is so.

2624. (*Sir George Clarke.*) And the comparatively recent delegation of contracting power to General Officers Commanding Districts is, is it not, a long step in the direction of the realisation of the big principle of which you have spoken?—Yes, but that decentralisation does not apply to Ordnance Stores.

2625. Is it not an anomaly that the General Officer Commanding the District can make a contract for 2,000L, and that you, the head of the Ordnance Branch, have not got that power?—It is an extraordinary thing.

2626. (*Mr. Mather.*) I should like to ask you one more question in regard to this suggestion of yours, because it appears to me to be a matter of very considerable importance. I think there is, if you will allow me to say so, one very weak link in the chain you have presented to us this morning, namely, that in the relations between them, what I call the Deputy Director of Contracts, who would serve under your scheme, and solely serve one of your departments, would not be amenable to the instructions and orders of your representative. You have all along, in your scheme, defined the position of the Deputy Director of Contracts as that of an official who would have a right to dispute matters with your representative, and there is no decision provided for in your scheme on the spot as to whom the contract shall go to immediately?—That is so.

2627. That, in my opinion, is a very fatal objection to it in work?—Then in that case it is a fatal objection to the existing system, because at present there are only two people recognised; one is the Director of Contracts, and the other is the Director-General of Ordnance; and where we do not agree there is your fatal objection.

2628. But assuming your scheme to be the very best so far as avoiding unnecessary correspondence is concerned, assuming that such a representative of the Director of Contracts is placed in one of your Departments, and also a representative of the Accountant-General, why should the head of your Department not be responsible for demanding that his wishes should be carried out after full representation and discussion by the representative of the Director of Contracts?—I should be very glad if you make him so. That is putting the thing under me, which I have said I think is the best plan.

2629. It is putting the responsibility upon you?—Certainly.

2630. Because you would be responsible for all the acts of your officers?—Yes, I am responsible for all the acts of the heads of my departments.

2631. Then it appears to me that a check might come in in the most salutary form by the representative of the Director of Contracts recording the transaction, and the nature of the discussion he had with your representative; and that would come before you and the Director of Contracts here for review?—Yes.

2632. But upon the particular transaction you would have already assumed the responsibility, and that could not be undone?—Yes.

2633. And you would assume that responsibility, of course, in the light of knowledge which the Committee may perhaps recommend you to obtain, by having full power to make investigations as to the character of the firm, the nature of their work, their capacity to deliver work quickly, and so on?—Quite so.

2634. Such a scheme of reference would be rather a new feature in your department in the future?—Yes.

2635. Under those circumstances, with the knowledge and experience and responsibility of producing what the country and the army requires in your departments, you are entitled, I presume you think, to the responsibility of finally determining to whom the contract should go?—I think I ought to be.

2636. Therefore, do you not think that under your scheme that you suggested this morning your officer ought to have the final decision as between himself and the representative of the Director of Contracts on any particular transaction?—Yes, I do think so.

2637. But that after that decision has been given a report should be presented to the Director of Contracts and to yourself—your representative would describe to you the nature of the decision, and give his reason for having so decided, and the Deputy Director of Contracts would report to his chief—and then you and the Director of Contracts here at Pall Mall might take such action in the form of a check in the future, as you thought the occasion required?—I entirely agree with that.

2638. I do not see how you get any more direct a system than you have to-day unless you have greater responsibility placed upon you?—Nor do I.

2639. (*Sir George Clarke.*) The responsibility to the country would be unchanged by that?—My responsi-

bility is to the Secretary of State, and I may say it is to the Army, because the Army knows that I am charged with this responsibility, and the Army looks to me.

2640. And that responsibility would not be extended by giving you the power that responsibility entails?—I do not see that it would.

2641. (*Sir Charles Welby.*) I have only this question to ask you: These suggestions of yours to-day are directed rather to making the present system work smoothly by avoiding correspondence and by bringing in the element of personal contact between the two sides, than to radically altering the system?—Yes, they are.

2642. (*Chairman.*) As we have the advantage of having you here I want to ask you just one more question. With regard to the making of contracts in the military districts, we know that contracts for forage and meat and buildings and such like are made in the districts; but do you think that the making of contracts for stores could be transferred in any way or to any extent to the districts?—I do not think so; our stores are bought as a rule in very large quantities, and they are of special patterns. Perhaps I might usefully say something on that point here. A good deal has from time to time been said by the Director of Contracts to the effect that it would be easier for the trade to supply if we were not so particular about the exact form and so on of the patterns. The necessity for an exact similarity in all the articles is chiefly owing to this: that all our stores, or the very great majority of them, are made with a view to use in the field, and that they are made with a view to packing in the field, and the illustration that I gave to Sir Francis Mowatt's Committee I might repeat here. I said: It makes no difference to you what size soap-box you use when you are travelling, but you have a dressing bag which has a partition that will only take one size soap box; if you put in too small a soap box it shakes about and gets loose; if you have too large a one, it will not go in. That is the case with the whole of our stores; everything has to be made uniform with reference to that question of packing, and you see the small tradesmen in districts and so on could not make to our special patterns, and we buy enormous quantities, tens of thousands, hundreds of thousands, and millions.

2643. I wanted to get your opinion with regard to that point?—There are little things which become important in times of great emergency. I should be very glad to have the power of going to general officers and saying to them: "We want saddles; will you get all the hunting saddles you can get? Will you buy up all the hunting saddles all over the place? here is a maximum price, and buy all you can buy up to that price"; and I would ask him to have them inspected by one of his officers.

2644. (*Colonel Miles.*) Would you increase the General's power in the district of making special purchases?—They do not make special purchases for us; I mean rather to make special purchases for the Ordnance Department.

2645. (*Sir Charles Welby.*) But that discretion you spoke of you do not possess now?—No.

2646. You cannot authorise a general officer to spend one penny on stores?—No, not a penny.

2647. (*Mr. Gibb.*) But you can in connexion with the Director of Contracts?—I suppose he could; I do not know whether I could or not, it would involve so much correspondence, discussing the question, that I should never raise it.

2648. (*Mr. Mather.*) May I ask just one final question? Instead of the departments of the Director of Contracts and the Accountant-General being placed near to your departments in localities, would it, in your opinion, facilitate matters beyond the extent to which they are now capable of being facilitated, if you had representatives of the Director of Contracts' Department at Pall Mall here going down to Woolwich and Pimlico and so on, as a regular visiting committee when required by the heads of your departments now?—No; I think you must have them there on the spot, daily entering, and hourly.

2649. The work is sufficient day by day to occupy the representatives all the year round, even in times of peace?—Yes.

The witness withdrew.

Gen. Sir H.
Brackenbury,
G.C.B.,
G.C.S.I.

22 Jan. 1901.

Colonel C. H. BAGOT, C.B., examined.

Col. C. H.
Bagot, C.B.

22 Jan. 1901.

2650. (*Chairman.*) You are Deputy Inspector-General of Fortifications for Barracks, I believe?—Yes.

2651. We wish you to give us some explanation about triennial contracts in the districts, to explain to us the system. I believe it is that triennial contracts are made in all the districts, are they not, for minor repairs?—Yes, not only for minor repairs, but for all small new works under 400*l.*, which is the limit. Further, the triennial contracts cover periodical painting to any amount. In the tender is a clause in which the contractor states the reduction or addition, the percentage on or off the schedule at which he will execute painting work.

2652. Then when the General in the district in the course of the year wants painting done or repairs or one of these new minor works, he would apply to the triennial contractor?—Yes, through the Commanding Royal Engineer, of course.

2653. And he would be the man who would execute it, subject to the rates and conditions that have been agreed upon for the triennial contracts?—Yes.

2654. Who makes those triennial contracts?—When the period is approaching at which the existing triennial contracts terminate, the schedule of prices is revised on which the triennial contract is based. That revision, if it is very extensive, may take the form of re-publication; if it is not very extensive, it takes the form of Addenda.

2655. Who makes that addition?—The Chief Surveyor in my office.

2656. In communication with whom?—In communication with me.

2657. (*Mr. Gibb.*) That is the schedule on which tenders are subsequently obtained?—Yes, on which tenders are subsequently obtained; on which they are based.

2658. (*Chairman.*) Then is the tender put out to open competition?—Yes, when the time has come, each General Commanding a district advertises for candidates for the triennial contract, and then these men apply and they get a copy of the schedule, every one of them; they also get the tender forms, and on those tender forms they make their tender, stating at what percentage, on or off, they will execute the works.

2659. And where are those tenders returnable?—Those tenders are returnable at the War Office. They come to the Director of Contracts here. The General reports when he sends forward the list of contractors who have been invited, as to the competency or non-competency of any of them. He writes against a man's name "competent" or "non competent," and if he states that they are not competent, he has to give his reasons.

2660. Then does the General communicate these tender forms to a selected list of contractors, or are they open to all the world?—Entirely open; and there is no restriction to his advertising at all. There used to be, but now the advertising and repetition of advertisements is at his discretion.

2661. Then I do not quite understand how he makes remarks upon the fitness or otherwise of the contractor?—The contractors apply to him, and he makes inquiry.

2662. But the tenders are returned to the War Office?—Yes, and he has to report to the War Office his opinion as to the competency or otherwise of the candidates who apply.

2663. (*Mr. Gibb.*) Do you mean that the Director of Contracts, after receiving the tenders, sends them down to the General for his remarks?—No, the General sends up the list with his remarks, and if there is any reference needed, it is referred back to the General to ask him about it. I can give an instance.

2664. (*Chairman.*) He sends up a list of all the people who have applied to him to be candidates?—Yes.

2665. And with that list before them the actual tenders are opened at the War Office?—Yes.

2666. That is the procedure?—Yes.

2667. Then who settles, when the tenders are opened, which tender shall be accepted?—That is done by the Director of Contracts in consultation with us; he sends over to us what he proposes and asks for our recommendation, and then we send our recommendation

across, and in consultation between the two branches it is settled.

2668. Would you know as well as the Director of Contracts—would you have communicated to you the General's opinion as to the various contractors who have applied as competitors, or would that only be communicated to the Director of Contracts?—We should see it too.

2669. Then when you and the Director of Contracts have settled on which tender is to be accepted, you would settle it together in consultation, and in the knowledge of the remarks which the General of the district might have made against the names of the contractors who are competing?—Yes.

2670. And is there any difficulty between your department and the Director of Contracts as to agreeing which tender shall be accepted?—No, not as a rule; there are sometimes differences of opinion which cause cross references backwards and forwards.

2671. If there was a difference of opinion how would it be settled?—It would be eventually settled by the Financial Secretary, that is to say, by the Secretary of State, but the Financial Secretary would act for him.

2672. Are there many references to the Financial Secretary, or do you generally arrive at an agreement?—We generally arrive at an agreement, and very seldom have to refer. I do not know of a case.

2673. If you have to refer to the Financial Secretary is there any difficulty in doing that, or any delay, or does the business go through smoothly and expeditiously?—Wherever two branches are concerned and there is a reference to both it is not as quick as if one dealt with the matter; but there is no unnecessary delay; there is no delay that can be avoided under the system as it exists. I find that the Director of Contracts tries in every way to push the thing through.

2674. You do not find it so difficult to refer to the Financial Secretary that you actually have hesitation about doing it?—No, certainly not with regard to triennial contracts, which is only a small thing.

2675. But I am only dealing with triennial contracts now?—No, certainly not with regard to triennial contracts.

2676. Then the making of the triennial contracts works smoothly?—Yes.

2677. Do you know whether the triennial contracts give satisfaction or not to the Generals? Do they complain sometimes, for instance, that the area is so large that the contract may go to a man entirely outside the district who is only working through an agent?—No, I do not think so; the area is not the whole district; the triennial contract does not affect the whole district. Take, for instance, the Dublin district; there are at least seven or eight triennial contracts in that district. In Dublin itself there are three.

2678. Then anybody in any part of the kingdom might get that contract?—Anybody in any part of the kingdom might; but, of course, they would not from this side of the water; no man would tender from England as a rule.

2679. As a matter of fact it is generally a man in the district who gets the contract for that district?—Generally a man in the military district; not invariably, of course, but generally.

2680. (*Mr. Gibb.*) Who settles the district to which each triennial contract is to apply?—That is settled by long prescription.

2681. It is an old standing thing?—It is an old standing thing; I cannot tell you how it was originally settled, or who settled it.

2682. Have you had any questions raised about the districts being too small or too large, or antiquated in their boundaries?—I raised such a question myself in the case of Dublin, which we spoke of before, where there are three triennial contracts, and the rates varied so much in the different portions of that not very large town that I suggested they should get one triennial contract for the whole, but it did not meet the views of the General Officer, he said: "No, he should prefer it to stand as it was."

2683. (*Sir Charles Wolby.*) And he had the last word?—Yes, and we took his recommendation. We always do if we can. We interfere as little as possible.

2684. (*Mr. Gibb.*) Whose duty is it to see that the districts are brought up to date and properly settled? Is it the duty of the Inspector-General of Fortifications?—It is mine as regards barracks. It is the Inspector-General of Fortifications' duty, of course, but I am responsible to him.

2685. I mean the geographical limits?—That is all kept in my office.

2686. I mean the geographical limits of the triennial contracts?—Yes, it would all come through me; if the General had any proposition to make as to any alteration it would come through me, and if there was any alteration the concurrence of the Director of Contracts would be necessary.

2687. Who would be responsible for the initiation of a proposal assuming that the circumstances had changed, and that it was desirable to alter the limits of a contract district?—The General Officer. We should not find it out otherwise.

2688. You consider it is his duty to raise the question rather than yours?—Yes. In the case I mentioned I had been Commanding Royal Engineer in Dublin before, and I know where the shoe pinched, but I should not know in other cases unless the General Officers told me.

2689. Unless the General Officer made a suggestion you would simply repeat the triennial contract of the year before?—Yes, as a rule, certainly we should.

2690. Have you had any complaints with regard to difficulties with the contractors through not having competent agents on the spot?—Constantly in Ireland with the small ones, very often.

2691. And in England too?—No, I have had no complaints in England since I have been in my present post.

2692. I suppose in a contract for works, it is very desirable, is it not, to have a local contractor who has got men on the spot?—Yes, certainly, if he is fit in other respects.

2693. Do you often accept tenders above the lowest, or do you generally accept the lowest tender?—We go very seldom above the lowest tender, after examination of course.

2694. Can you give the Committee a general idea whether, as a rule, the triennial contracts are held by local contractors?—Not necessarily by local contractors in the town or area concerned.

2695. Then is it common that contractors outside the contracting area get the contract?—It is not uncommon. I suppose you would call it outside the contract area if a contractor at Maidstone held the triennial contract for Shorncliffe.

2696. If those places are not in the same district?—They are not in the same district. Maidstone is in the Thames District, and Shorncliffe is in the Dover or South Eastern District.

2697. What was in my mind rather was, supposing that a Birmingham contractor got the triennial contract for the Eastern District?—I have not got the list of triennial contracts in my head, but I should see no objection to that; and I am perfectly certain that a distance like that has separated the contractor from the contract area at times, and does so in some cases now.

2698. Do you put into the contract any condition as to having competent agents in that place?—Yes, the contractor or his agent can be called upon to reside within three miles of the works.

2699. And do you in fact insist upon the agents residing within three miles of the works?—That would be a question of practice in districts. So far as the district in which I was Commanding Royal Engineer was concerned, we did certainly insist upon it.

2700. And according to your personal experience, have you had any difficulties in that respect?—In the instance in which I had to insist upon it, I had difficulty, so much so, that I threatened to terminate the contract, and eventually I came off victorious; the man gave in.

2701. You spoke of an appeal to the Financial Secretary, if there were a difference between you and the Director of Contracts. Would the papers about the matter be sent by you direct to the Financial Secretary, or would your case be transmitted to him

through the Director of Contracts?—We are on triennial contracts now. We have never had a case of the sort; we have never had a dispute with the Director of Contracts that I can call to mind. On other points we have.

2702. In such other cases are the papers transmitted through the Director of Contracts, or sent direct by you?—I think, as a general rule, in the few cases that have occurred, the Director of Contracts has put the papers up, as we say, to the Financial Secretary, and I think, myself, that very possibly, in most of those cases the Financial Secretary hears more of the Director of Contracts' side than he does of our side; on the question of fines, for instance, or anything of that sort. That is my opinion.

2703. Do you attach any importance to the ability to send your own case direct to the Financial Secretary in case of difference as compared with sending it through the Director of Contracts?—Yes, but I know of no prohibition against our sending him our case direct. If we chose to ask that it might be so referred, it would be so, no doubt, but the usage is the other way. He, however, sees the discussion in the papers.

2704. (*Mr. Mather.*) You have no complaint to make of the system under which at present you carry out all these works that you have described?—The triennial contracts do you mean?

2705. Yes. As between your department and the General Officer Commanding and the Director of Contracts, the system works perfectly well, I understand from your evidence?—Yes.

2706. You have no suggestions to make as to any possible improvement, to avoid delay I mean, or to avoid correspondence or any clerical work?—Not as regards triennial contracts.

2707. What sum does a triennial contract amount to on an average in a district, say, like Portsmouth, roughly speaking?—I cannot tell you without reference.

2708. It varies very much?—It varies very much.

2709. Are you responsible for the maintenance of the barracks in perfect condition always?—No, we are not personally responsible here; the Commanding Royal Engineer, under the General Officer, is responsible for that.

2710. Do you inspect barracks?—Yes, I do inspect barracks. My business is to inspect barracks.

2711. And would you report to the General Officer Commanding if you consider they are needing repairs or needing some important alteration?—I should certainly do so.

2712. It rests with you, I mean, to ascertain?—Yes, as far as my inspection goes.

2713. And in carrying out any work that has to be done in consequence of your report, would the initiative be with the General Officer Commanding?—It would be entirely left to the district. We should not order that such-and-such repairs were to be carried out.

2714. (*Sir George Clarke.*) I take it that your principal objection to the present system is in the circumlocution that it involves owing to the roundabout correspondence between the contractor, the War Office, the other branch of the War Office, and then back to the district?—You mean in case of any disputes or anything of that sort?

2715. In case of any reference of any sort?—There are very few references on account of triennial contracts.

2716. I am not talking of triennial contracts, but there are other barrack contracts?—Yes.

2717. In those cases are there sometimes references that take a good deal of time in the roundabout way that the correspondence would have to go?—Yes.

2718. I take it that the Director of Contracts has no means of forming any independent judgment as to whether prices are high or low in the building trade; he has no surveyor to help him?—No.

2719. Therefore he has no means of forming an independent judgment as to the highness or lowness of prices in the building trade?—He has no means that I know of. I suppose he could make inquiries, but he has no machinery that I know of for forming an opinion.

Col. C. H. Bagot, C.B.
22 Jan. 1901.

Col. C. H.
Bagot, C.B.

22 Jan. 1901.

2720. Then, do you see any advantage arising from his intervention in the matter of contracts in the building trade such as you deal with?—Not in the building trade.

2721. Not in any of your work?—Not in the building trade, certainly. In the case of stores and things of that sort he has a more perfect registration of firms who supply those things—ironmongery, and that kind of thing—than we have, but that is only because he is there. We might just as well know it as he.

2722. The Assistant Director of Contracts informed us, at Question 1988, as follows:—"A Royal Engineer Officer, at Salisbury Plain, has given an order for some huts. He had no authority to order them, and, moreover, the huts are not required; so that not only has he ordered something he ought not to have done, but he had no business to order at all. We have had to report that case, and he is, I believe, to be reprimanded for going beyond his instructions." Perhaps you might like to give some little explanation of that case, which is probably rather simpler than it seems?—These huts have been built in a good many places; there have been a great many of them, and they were started in a tremendous hurry and under great pressure, and the contracts were all made though the War Office because of the clashing that would inevitably result if each individual district concerned were to call upon the trade to tender. I need not go further into that, but the fact remains that there was a great deal of pressure and a certain amount, no doubt, of confusion. The huts to be constructed in this particular instance were limited; there were a certain number laid down, and the contract was let for them. It was intended, if funds and time permitted, to supplement these huts and go on further, and in consultation with the Quartermaster-General, certain huts were detailed for the various places, and among them a certain number for Bulford. This was communicated to the Engineer Officer who was in charge of the works there, and he was informed that these huts would be added; but the last paragraph of the letter telling him so, directed him to report how he proposed to carry out the work, and to obtain tenders for them. It did not say in so many words that he was to refer those tenders to this office, because he was expected to follow the usual custom; he, in an excess of zeal, ordered the huts straight off, knowing the pressure, and knowing the importance of getting these huts in hand at once, or they could not have been worked on the funds available this year. Now we come to the 31st March, to that difficulty; we are tied and bound by the 31st of March, the end of the financial year. If we have funds we try to get the Generals and everybody concerned to expend the funds allotted for any one year in that year, in order to avoid all bother of re-providing them next year, therefore they were all pressed a great deal to shove on, and the Engineer Officer thinking to shove on, ordered his huts of the contractor at once, and got his tender all right; but did not send it forward through pressure of work. If he had sent it forward, there is little question that it would have been accepted, and the huts would have been begun and built under due authority. Some time afterwards it was decided that these huts were not to be built; but if he had followed the regular course, the huts would have been built all the same. So that it is only through his minor irregularity of not sending forward the tender at once, but of ordering the work himself that he has committed himself to ordering huts which were not wanted.

2723. (Chairman.) That is to say, that through excess of zeal he ignored some of the regular steps which are laid down?—Under a misapprehension no doubt, an entire misapprehension.

2724. If he had followed the usual routine, would the huts have been got in time all the same?—I think so; the tender would have come up, and I am pretty well sure that it would have been accepted, and the huts would have been built under due authority.

2725. (Sir George Clarke.) But my point is this: that the Assistant Director of Contracts has informed us not only that there was no authority, but that the huts were not required; you say that the huts were required, and that he was merely guilty of not complying with the details of formality?—That is because the requirements were afterwards altered. The whole question of these huts is a little complicated; they were put up under pressure to meet a want that was supposed to be coming on at once, which fortunately

did not occur; the original intention was to complete them to a much larger extent than the present intention. The present Secretary of State went into the matter after this first decision (not of his but between the departments concerned) that these huts in question were to be added. He went into the whole question, and he decided that as few huts as possible should be added to any of these things, and under that decision we cut out those huts.

2726. Then it is not a question of the money being thrown away?—It is not thrown away; I will tell you what the huts are, they are for militia battalions and only to be occupied during the training of the militia; therefore, it was considered that huts for officers' servants, near the officers' quarters, so that the servants could have a place for brushing the officers' clothes, and that sort of thing, were necessary. Afterwards, when we had to cut them down and to reduce the thing to the lowest limits, it was decided that tents should be pitched, or something of that sort. Of course it adds greatly to the comfort of the officers, and for the regular infantry such huts are provided.

2727. (Chairman.) The number of huts was afterwards cut down, you say?—Yes.

2728. So that having regard to the number of huts that were ultimately decided upon, these huts were unnecessary?—Yes.

2729. Supposing that the officer had followed the usual routine, would that have enabled the number of huts to be cut down according to this subsequent revision of the scheme. I mean, if he had followed the usual course, when it came before you would you have said, "Oh no, the number of huts now is to be cut down; we do not want these"?—No, because if he had sent his tender in at once, directly he got that letter, the second decision cutting down the huts had not then been arrived at.

2730. (Sir Charles Welby.) It was not arrived at until December last year?—No.

2731. (Chairman.) So it resolves itself entirely into the officer having acted under a misapprehension?—Yes.

2732. (Mr. Gibb.) It is an illustration of the disadvantage of Annual Votes?—Yes, exactly, we are always in a hustle about the Annual Votes.

2733. The officer acted very hurriedly lest he should lose his Vote?—Yes.

2734. Do you think that the fear of losing the Vote often causes unwise hurry on the part of the departments?—I should say it did.

2735. (Sir George Clarke.) Then, to sum up the result of the Salisbury case, whether an irregularity had been committed or not, the huts would have been bought; therefore, so far as the public is concerned, the result was just the same?—Most likely. I cannot say absolutely that the Director of Contracts would have concurred in accepting the tender when it came up, but, generally, it would have been accepted.

2736. One other question. When it happens that the General Officer reports a case of corruption or bribery on the part of a contractor, what happens; would the General Officer report to you?—I should expect that the letter on reaching the War Office should be sent to my branch.

2737. Is that done?—No, I know of a recent case in which it was not done.

2738. Could you state that case?—There was a case at Fethard, in Ireland, connected with these same huts. The contractor had tried to persuade the acting engineer, I think it was, in charge, a temporary Civilian, to pass bad material, to which he had very properly objected, and he took him aside into some side room, and said, "Here, you may like a little present," and offered him a couple of sovereigns. I think those were the facts. That was reported, very properly, at once to the War Office, but it did not come to my Branch, and I think it ought to have come to my Branch.

2739. In that case there was an attempt to bribe one of your officers?—Yes.

2740. And it was not brought to your notice?—No, the letter was written to the Under Secretary of State reporting it, but when it got into the War Office it went to the Director of Contracts.

2741. And it is your opinion that a case like that of attempted bribery of one of your own officials,

ought, as a matter of ordinary routine, to have been referred to you?—Yes.

2742. (*Sir Charles Welby.*) But was this one of your officials?—Yes.

2743. Who was it?—It was one of the temporary Civilians whom we have got looking after the huts.

2744. He did not form part of the regular staff of the General Commanding the districts?—For a time.

2745. Would not the superior officer to whom it would naturally be reported, be the General Officer?—It was the General Officer. There you get more circumlocution, because it was reported at Fethard to the General Officer at Cork, who reported to the General Officer Commanding in Ireland, who reported to the Under Secretary of State.

2746. (*Colonel Miles.*) But it did not reach you at the War Office?—Not until a long time afterwards; I think it was nearly a couple of months before it came to me.

2747. (*Sir George Clarke.*) And you think that when a General Officer reports a case of that kind it should certainly, as a matter of routine, come to you in the first instance?—Yes, because we should make our recommendations upon it.

2748. (*Sir Charles Welby.*) I should like to bring you back for one moment to triennial contracts. I think I understood you to say, that when a contract was near the end of its term the schedule was revised in your office?—Yes, revised by the Chief Surveyor.

2749. The Chief Surveyor or yourself?—He submits it to me.

2750. From what point of view is it revised; what are the sort of questions?—The advances in prices of building material and in wages, and everything of that sort.

2751. It does not affect the question of inserting any fresh items?—Yes, it does.

2752. Does the General Officer Commanding have no voice in it?—No, except that we refer to him, in the first instance, as to changes in prices or anything of that sort. That is correspondence carried out in the ordinary routine. If we want to know anything further about the price of labour or materials in the district, we should refer to him again.

2753. (*Mr. Gibb.*) But do you fill in the prices or does the tenderer?—We fill in the prices in the schedule. I can give you an instance. There are many things which divide themselves up into material and labour, but it would be very inconvenient to put down so much wood and so many pounds of nails, and so much labour, and all the rest of it, and to work it out like that, your forms would be enormous, so we group the things; a floor, for instance, we do by the square, the complete square. There is a specification in the schedule how it is to be laid, batten widths and so on; and opposite to that is the price per square. That is the principle that is carried out through the whole of the building works, and the contractor tenders at so much percentage on or off the price we enter.

2754. (*Sir Charles Welby.*) Then what the contractor tenders for is the rate for a certain class of work, not the particular articles?—He tenders on the whole schedule. He examines the schedule and taking the floor, says:—"This satisfies me; I will tender at the 'schedule prices,' or at so much on, or he says:—"I want to compete with somebody else, and I think I can go so much per cent. lower."

2755. (*Mr. Gibb.*) Does he often go down to a lower price than yours?—Yes, frequently, competition comes in there. But when there is no competition he very often goes above. At the Curragh the triennial contract is 25 per cent. above.

2756. (*Sir Charles Welby.*) May I take it that you would not make any alteration in the schedule without giving the General Officer Commanding an opportunity of expressing his views?—We should always refer to the General Officer Commanding if there were any important changes.

2757. And he would have an opportunity of suggesting alterations?—He is bound to do it; he is called upon to do it.

2758. (*Mr. Beckett.*) How do you acquire the information that enables you to construct the schedule,

say in the case of a floor?—From the price lists of manufacturers and timber merchants and all that sort of thing, and inquiries, as I said before, in the district.

2759. It is all done in your office?—It is all compiled in my office.

2760. (*Mr. Mather.*) Does it give you a large amount of work?—It is a running order now, of course. The first schedule, of course, gave an immense amount of work, but this schedule is so valuable that outside people buy it freely and offer to tender for things in order to get hold of the schedule.

2761. (*Mr. Beckett.*) And you are quite satisfied that your information is always up to date?—It is now, because this is the end of the first year of the triennial contract.

2762. (*Sir Charles Welby.*) Could it not be equally well revised by the General himself in the district instead of in your office?—He is called upon to mention in what particulars he recommends it to be revised.

2763. But the discretion in the matter rests with you?—Yes.

2764. (*Sir George Clarke.*) But there are certain particulars in which the General Officer would not be competent to revise it?—Yes; ironmongery and such things.

2765. (*Sir Charles Welby.*) And general stores?—So far as they come under the schedule.

2766. (*Mr. Gibb.*) Do you think the system of filling the proposed price in the schedule and leaving the contractors and tenderers to propose percentage additions or subtractions leads to a high price of work?—I do not think so.

2767. You think it is a good system?—I think competition keeps prices down.

2768. In one sense, yes, but if a proposal is made by a person seeking work to be done, fixing, we will suggest, a high price, most tenderers would take him at his word, and put in the price proposed, would they not?—Yes, that is so, but there are an enormous number of items in this schedule in all the various building trades.

2769. What I mean is that where the proposed price is high, they would adopt it in their tender; where it is low they would tender at a higher price?—Of course they would.

2770. And does not that lead on the whole to a higher price for the work than if the tenderers had, according to the usual custom, to fill in their own prices?—I do not think it does.

2771. (*Mr. Mather.*) What object do you gain by drawing up this list of prices for the builders? what do you gain by it?—Of course it saves an enormous amount of trouble in checking the tenders. When the tenders come in we should have to go through every price in this long thing; we should have to serve the schedule out in blank, and it would take a long time. When a man is suddenly asked, "What would you do this thing for at so much per square?" he has to take up a good many trades and different materials, and so on.

2772. (*Mr. Beckett.*) In any case he has to work out his prices; he will not take yours?—But he takes them out here and there. The contractors have such confidence in our schedule; as a matter of absolute fact, from long years of experience, it is such a well-known thing, that they tender on it with perfect confidence. What a contractor does when he tenders on it is to go for the items that he knows most often occur. He sees a price for brickwork in our tender, and he will probably say, "That is quite enough for me," if he thinks there is much brickwork in this triennial contract. Or if he finds a very low price for it, then, of course, he would put on a higher price in the tender. Those are the things they chiefly go by; they would not poke into a lot of small things that seldom occur.

2773. (*Mr. Gibb.*) And you do not think that that confidence is based on the belief that your prices are high?—No; I have myself confidence in my own schedule.

2774. And you say that the contractors have confidence in your schedule?—Yes.

2775. That might be from a knowledge that the prices were high, and that they would be better remunerated?—If you ask me, I do not think the prices are

*Col. C. H.
Bagot, C.B.*

22 Jan. 1901.

Col. C. H.
Bagot, C.B.

22 Jan. 1901.

high. I think the prices are fair. They vary for the different districts; there is not one schedule for all.

2776. (*Mr. Mather.*) You would not draft a schedule of that kind for a new building; it is only on these triennial contracts?—That is an open question. There are people who think it would be better if we priced

our own bills of quantities than call upon the contractor to do it.

2777. But you do not do it?—No, never.

2778. It is only on triennial contracts?—Only on triennial contracts.

The witness withdrew.

Adjourned.

EIGHTH DAY'S MEETING.

SEVENTH DAY'S EVIDENCE.

At the War Office.

Wednesday, 23rd January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Mr. ALFRED MAJOR (Director of Contracts), further examined.

Mr.
A Major.

23 Jan. 1901.

2779. (*Chairman.*) There are one or two points on which I should like to hear your views quite clearly and briefly, and then I should like to ask you, with regard to particular cases of alleged delay, for the explanations which you have to give?—Certainly.

2780. One point which I should like to get quite clear from you, is with regard to putting contractors on the list; do you make careful inquiries as to the capacities of the contractors before putting them on the list, in the way of viewing their establishments, or would you simply take them with a banker's reference, and ordinary recommendations?—Not only a banker's reference; we have a certain schedule of questions, we inquire what orders they have executed before.

2781. Supposing they are new men, who wish to come on the list?—I mean that we ask about their orders for other people, and then we refer to the people for whom they say they have executed orders. We look upon the extent of the orders, and we get reports from them that the orders have been executed satisfactorily.

2782. Do you, in any cases, send down and view the establishments, and form an idea as to their capacity?—We do sometimes, but, as I said before, we have been for some time past very limited in staff, and it has been a difficult thing to do. But what we do, which is rather a better safeguard than anything else, is this: Those people having been put upon the list, upon the information that we have obtained, both as regards their financial position and their previous experience in executing orders; we never give to such a firm an order in the first instance of any material importance; we always give them a small trial order to see how they get on. If that trial order is satisfactory, then, perhaps, on the next tender, or, if in between the time a large order comes in, we may have time to visit them, and, perhaps, if we got a very favourable report upon them, we should give them on the next tender a larger order. That is the principle upon which we act generally.

2783. Now, as regards the infliction of penalties, there have been cases, I understand, in which you have disagreed, say with the Director-General of Ordnance, as to the amount of penalty to be inflicted. Unless you prevailed on the Director-General of Ordnance to accept your views—unless you persuaded him, which might happen in many cases, would you decide to act

otherwise than he wished, on the authority which has been delegated to you, or would you in every such case refer, as a matter of practice, to the Financial Secretary?—I always refer to the Financial Secretary.

2784. Have penalties been more rigorously enforced of late?—I have enforced a great many more penalties of late than previously, because the circumstances have been very much altered. In a great many cases lately, of course, arising out of the war, we have paid a special price for speedy delivery; and when cases come before me in which, although we have paid that special price, there has been a delay, I think those are cases in which decidedly it is right and proper that fines should be imposed. An addition to the number of fines has arisen really from altered circumstances. Another thing that you have to take into consideration, and which we have taken into consideration, is that, in a time of war, very considerable inconvenience, or very much graver inconvenience, is caused to us from absence of delivery. I think that is a time also for being more severe in the infliction of penalties. That is the only reason; it is not in consequence of the Report of Sir Francis Mowatt's Committee; but fines have been imposed to a greater extent lately because circumstances have required it, and have called for them.

2785. The Report of Sir Francis Mowatt's Committee has had no influence upon the enforcement of penalties, one way or the other?—I do not think it has at all.

2786. In the case of a tender, when the requisitioning department recommended such and such a tender to be accepted, and you disagreed with them, if finally it was decided to accept a tender other than the one they recommended, would you do that on your own authority, or, in the case of difference having arisen, would you invariably refer to the Financial Secretary?—It would go to the Financial Secretary.

2787. Invariably?—If that were not done it would be an oversight.

2788. Are you acquainted with the very detailed set of instructions issued at the Admiralty to the Department of the Director of Navy Contracts?—I have seen them.

2789. There is nothing corresponding to them at the War Office, is there?—No, my duties are simply arranged practically upon the Orders in Council, or the

Supplements to those Orders in Council, in a general statement.

2790. (*Sir Charles Welby.*) The details of office procedure?—Yes.

2791. (*Chairman.*) Do not you think it would be an advantage if such a set of detailed instructions as exists at the Admiralty were drawn up both for your department and also for the departments you have dealings with, so as to know exactly where you were, where your functions begin and where they end?—There are, of course, in the instructions issued by the Admiralty certain powers given to the Director of Contracts, which I do not possess, and I think it would be, perhaps, a very great advantage to the public service if I did possess them.

2792. I am not talking at this moment of changing your powers, but taking your powers as they are, would not it be an advantage that detailed instructions should be issued to the Contract Department so that the Contract Department should know exactly where it is, and that other departments should know exactly where your functions begin and terminate?—We do know exactly where we begin.

2793. You know?—And the other departments know exactly too.

2794. Then you would see no advantage in such a set of instructions?—I really hardly think they would be of much advantage. What I mean to say is this: that the instructions would be no more binding upon the departments than the office memo which is already issued defining my functions. If they will, as they do, deliberately invade and intrude upon my functions the fact of issuing regulations will not in any way prevent them from doing so. The reason, if there is any friction, why friction takes place under the present system is simply and only this, that there is, and has been, during 18 months a continual desire and tendency to intrude upon the functions which are confided to me by the Secretary of State. I have as consistently (I think it is my duty in acting loyally to the Secretary of State) tried to resist those intrusions. I do it in large cases as well as in small cases. When Sir Redvers Buller had been appointed Commander-in-Chief in South Africa, just before he was departing he came into my room and said, "Now we want some very large quantities of timber; this is required of a specially good character for the purposes of making trestle bridges as we advance." He brought in with him Mr. Eyles, a member of the firm of Gregory and Eyles, and he said, "I want you, Major, to let Mr. Eyles effect these purchases." I said, "No, Sir Redvers, my business is given to me by the Secretary of State, to make purchases of stores for the Army, and I am prepared to do so, and I have the power to do it quite as well as Mr. Eyles." He turned round to Mr. Eyles, and said, "Eyles, I have known this fellow for 20 years, and if anyone will do it I am convinced he will do it." I had that same day an order come in for about 4,000 loads of timber. I can absolutely say that no person could have bought those 4,000 loads of timber and put them on board ship, as I did entirely on my responsibility, quicker than was done by the Director of Contracts. Of course Mr. Eyles could not have done it in anything like the time. The very same day that that order for timber came in, which the timber people said was "a mighty big order," the half of it was placed, and the whole was placed by the next day. Within a few hours I had all that timber being ripped up; we wanted 16 inches by 8 inches, a difficult thing to do, and all these 16-inch logs, 70 feet, 50 feet, 24 feet, had to be ripped up. Within 24 hours of the orders being placed those logs were in the sawing mills being ripped up to the lengths that were wanted. I had six of the largest saw mills working night and day, Sundays included, all other orders being put aside. I went to the Admiralty, and I asked, "Can you provide me with a ship to take these out?" They said, "No, we cannot." Then, I said, "If I have power to do it, I will do it." I chartered a ship, wrote to the Surrey Commercial Docks and said, "You must give this ship the best possible position to load 'night and day,' and they wrote back a most courteous letter to say that they would do anything I wanted. I got the order on Thursday, and on the Tuesday I think several of the barges were alongside waiting to put the timber on board the ship. I say, therefore, when we have a department with the power that we have, why should we let other people take up our duties? There is not any one of these cases which

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have been brought forward against me by the Principal Ordnance Officer in regard to which I do not unhesitatingly say that we could have done better than he did.

2795. Assuming for the moment that this tendency to intrude upon you and invade your functions does exist, do you not think that a set of clear and detailed instructions to your department, more comprehensive than the two paragraphs which cover them in the War Office List, would protect you against such invasion and intrusion?—I think that it might assist if the departments would loyally carry out their duties and leave me to carry out mine. The system of doing the work is exactly the same in the War Department as it is at the Admiralty. No friction exists at the Admiralty. But why? Because there is discipline in the Admiralty.

2796. (*Mr. Mather.*) But you are aware that a large portion of the contracts in the Admiralty are reserved entirely to the Controller of the Navy?—Some of the important contracts go to the First Lord, and the First Lord is the buyer. If the contracts here could go to the Secretary of State it would be all right—my functions would not be necessary.

2797. (*Chairman.*) I think we will turn now to one or two particular cases in which it is alleged that delays have arisen. Have you a copy of the evidence before you?—I have a copy before me of Colonel Steevens' evidence.

2798. Precisely; it is to Colonel Steevens' evidence that I am now referring. At Question No. 552 there is a question as regards contracts for tents?—Quite so. As regards those tents, there was enormous difficulty in getting the quantity of tents that were required suddenly and in a very short time for this war. There was only one firm of tentmakers working for us at the time. It was a peculiar system, that is to say, tent duck was issued from Woolwich, and it was simply sewn up in the factory by the contractor. The demand was about, on an average, 4,000 tents a year. Suddenly, during the course of the war, and during the course of the first four months of the war I think, I was asked to provide from 40,000 to 50,000 tents; and, all I can say on that subject is, that there was not time given to develop or to expand the trade sufficiently to meet that enormous demand. The difficulty was, first of all, in getting sewing machines; sewing machines could not be got in the time which was promised by the contractor; and, furthermore, they could not get the labour, or teach the labour in the short time that was allowed. What I say, in regard to that matter, is that no one in this world could have got those tents quicker than I did. I will hand in to the Committee a statement of what we did in regard to tents; I do not know whether any member of the Committee will care to read it, but here is the exact statement that has been before the Secretary of State. We were, as regards tents, actually beggars, not choosers, and this is an exact statement of what we did in regard to every tender that came in. Sometimes I got a demand for 10,000 tents. Where are you to go in this country for 10,000 tents? It is simply impossible to get them. At this present moment, by our having developed the trade, I can get any quantity of tents, but I could not at the earlier stages of the war. The whole question of delays, and the impossibility of getting stores of these enormous quantities, is mixed up, of course, with the question of keeping proper reserves. If you have proper reserves, and if time permits, these things can be got; but no person in this world, when we have been in the habit of getting 4,000 tents a year, can develop the trade, or obtain 50,000 tents, in the course of four or five months. There is the statement for the members of the Committee (*handing in a document*).

2799. But I think the gist of the allegation is, that these orders for tents were piled up upon firms who had already shown their incapacity, and that, according to Colonel Steevens, there were other firms in existence who would have been more capable of supplying the tents?—That I absolutely deny.

2800. There were no such firms, you say?—Every firm in the trade was being employed by us. The only reason why orders were being piled up on one particular firm was that there was no one else to place them with, and because that firm had promised to put on extra plant, and they were doing at the time everything they could to enlarge the production.

2301. (*Mr. Gibb.*) But, you see, Colonel Steevens, at No. 553, said that the firms he referred to were afterwards employed?—Quite so; we discovered them and

Mr.
A. Major.

28 Jan. 1901.

Mr.
A. Major.
23 Jan. 1901.

employed them. He did not discover them and employ them.

2802. (*Chairman.*) Then they were in existence. Just now I understood you to say that they were not in existence; now you say that you discovered them; therefore, they must have been in existence?—We asked them to do the work; we begged of them to do it; we gave them high prices to do it.

2803. (*Mr. Gibb.*) They were firms who had not previously made tents, and they were induced by your representations to begin making them?—Quite so; that is the position.

2804. (*Chairman.*) What does the making of tents consist of—sewing duck which has been issued for that purpose?—In the early stages of these demands for tents, we were rather handicapped from that cause; that is to say, that the Director-General of Ordnance would not take any tents but those that were made out of the duck which he supplied from Woolwich; and the consequence was that it was merely a question of sewing and finding people with sufficient experience and sufficient sewing machines to do the work. If the Director-General of Ordnance would have taken cotton duck, of which the tents are made in America and Germany, or if he would have taken a supply of tents from Germany, of which we had a large offer, we could have got them sooner. He had to take them at last, but he would not take them in the first instance.

2805. He refused to take them from Germany, you say?—Yes.

2806. Did you make him acquainted with the fact that you had an offer from Germany for them?—Yes, certainly; and he refused also to take tents made of cotton duck, although, as I said before, they were taken afterwards, and we bought tents in Germany, we bought tents in France, and we bought tents in America.

2807. (*Mr. Mather.*) These tents are all linen duck, I suppose?—All the original tent duck is a linen duck.

2808. And do you get that entirely from this country?—Yes, from an English maker and the large makers in Dundee chiefly.

2809. Who is the English maker; where is the firm?—Down in the East End. You see, unfortunately, with regard to the English firm, they were in arrears from the fact that they were absolutely filled with orders before the war began, and, of course, many of the orders that we put out went down to the same neighbourhood, and actually deprived them of the power of meeting the demands, because every order was put out at a higher price, and all the people who got the higher price were taking away his labour and paying a higher price for it.

2810. (*Chairman.*) Would you please look at No. 561 on the next page. There is a statement made there by the witness that a contract was made on the 19th of May 1898 for 7,900 packing cases, that repeated attempts were made to hurry up the contractor by way of letters, I understand, from your office, and that repeated replies were received putting you off, stating that the contractor hoped to get his elm from America, and so on, the consequence being that, although the order was given on the 19th May 1899, on the 6th February of the next year the contractor still says, "Nothing definite yet; expect a mail to-morrow?"—I have not yet got the papers in regard to those packing cases, and I should like, if you would allow me, just to refer to them.

2811. Then would you kindly let the Committee have a statement in regard to this particular case?—I will. (*See Appendix V (C) (1).*)

2812. (*Mr. Mather.*) Are you familiar with the case which was stated by Colonel Steevens at Question 553 about tent mallets; the statement is that a quantity had been delivered, and it was found on delivery that the handles would not fit the heads?—Yes.

2813. Did you hear of that case; was it referred to you after it was discovered that the handles would not fit the heads?—I have no doubt it is perfectly true that there was a difficulty in getting tent mallets—tent mallets were somewhat in the same position as tents. I think Colonel Steevens says somewhere in his evidence that tent mallets were mainly made in the ordnance factories; but the demands for tent mallets made upon us previously had never exceeded 6,000 tent mallets in the course of the year; and then I was suddenly called upon to provide about 200,000 tent mallets. The firm to which he refers as having been given these tent mallets

was a firm who were really one of our best contractors in the way of tent wood turnery. With regard to tent pins, and things of that sort, they were excellent contractors, but they did not seem to be able to make these tent mallets. The only reason I should say why an order for tent mallets was left with this firm—and, mind you, I was getting large quantities of tent mallets delivered from other firms—was because I could not place them anywhere else, and they were always promising them, and said they would deliver them, and that they had the machinery coming along, which they said would enable them to make them, but they could not pass them for some reason or other.

2814. They misled you?—They misled me absolutely; but there was no damage done to the public service in getting these things, because I watched this question of tent mallets every week. The moment that any one of our contractors who was making tent mallets delivered an order, I gave him a further quantity, and kept him going, but I never could place the quantity that I was required to get.

2815. (*Mr. Gibb.*) Were the handles and the heads made by the same people, and at the same time?—The order was given for the complete mallet.

2816. And if there was a want of harmony between handle and head, it was due to some mistake on the part of the manufacturing firm?—Quite so.

2817. You spoke of an order for 200,000 tent mallets, and the evidence is a rejection of 500. Do you know whether that was substantially the only rejection out of a total of 200,000?—Oh no, it does not indicate that at all; there were a good many more, probably, than those rejected, but at a moment of great pressure Colonel Steevens heard that there were a few that had been rejected. The inspection of these tent mallets, generally speaking, is fairly severe; I do not say that it was at all too severe. I am not, for a moment, making any charge against the Inspection Department with regard to these tent mallets; but I say that we went to every firm in the country that could possibly do the tent mallets, and invited them to do them, and gave them to them at any price.

2818. (*Mr. Mather.*) In the case of tents, and also in the case of tent mallets, knowing the extreme urgency, that these articles were wanted immediately, did you send out any of your agents or inspectors to see whether these firms were really capable of doing the work they promised to do, or did you depend entirely upon their promises?—And seeing the contractors.

2819. In your office?—Yes.

2820. But you did not send out your agents or inspectors to see whether they had the capacity to do what they had undertaken?—No.

2821. (*Mr. Gibb.*) I think you said practically that you knew they were incapable, but that there was nobody who was capable at the time?—Yes, that was so. But, with regard to tents, we did send down on two or three occasions to see what they were doing.

2822. (*Sir Charles Welby.*) But you have not really a sufficient staff in times of pressure to send anybody to look after these people?—No, it would be quite impossible to send people to visit all these firms, although we did do it as far as we possibly could and when it was urgent.

2823. (*Chairman.*) Would you look at Question 670. Colonel Steevens there said that on one occasion he authorised the local purchase of some field service bedsteads which were urgently required in the Western District, and which could not have been obtained by any other means than by local purchase. He states that those bedsteads were bought at 4s. 7d. each, and that now a question has been raised with regard to that price, "although on referring to a contract which was made by the Director of Contracts at the same time for the large number of 10,000, I find he placed the contracts at 7s. 5d., 7s. 9d., 6s. 1d., and 7s. 9d., "with four different contractors"?—I have not seen the pattern of the bedsteads that were bought at 4s. 7d. each, and there is nothing to show that those bedsteads which were bought at 4s. 7d. corresponded in any way with the bedsteads that we placed at 7s. 5d.

2824. But you would have the same class of bedsteads, would you not?—Those were bedsteads that were bought locally, and they were not subject to the inspection that occurs at Woolwich.

2825. Were they subject to any inspection at all?—Only a cursory inspection by the officers, probably, who bought them; that is not the inspection that takes place at Woolwich. Take the tent pins, for instance. It has been alleged against me that a General Officer Commanding goes and buys 10,000 tent pins, and pays something a little less than I buy them for. I say: Very well; let me see those tent pins. I had samples up in the case which was alleged. I sent them down to Woolwich for inspection, and they pointed out no fewer than five particular points in which those tent pins were wrong, and they said that the tent pins delivered to that order would have been wholly rejected; they would not have passed one of them. And as regards these bedsteads, there is no comparison to be made, on account of the price, unless I can see them, or unless the Inspection Department tell me that the bedsteads that were passed on that occasion correspond with the bedsteads that I bought. There is really no comparison.

2826. But they would be the same class of bedsteads?—They might be, but the price of 7s. 5d., at which I am buying 10,000, and the price of 4s. 7d. show that they were totally different articles; that is quite sufficient. We buy bedsteads cheaper than anybody else in the world can buy them. And, further, the only objection taken to that transaction was that the Principal Ordnance Officer there exceeded his authority. He had no right to approve of 2,000 bedsteads being bought without coming to me. If those bedsteads had been urgent, I should have sent somebody to buy them.

2827. I am not now on the point of the Principal Ordnance Officer having exceeded his authority, but I am on the point of the difference of price. I presume that the bedsteads which were bought at 4s. 7d. were subjected to a certain amount of inspection?—They would be of a totally different nature, and they might have met the immediate requirements; you cannot compare a bedstead bought at 4s. 7d. with a bedstead bought at 7s. 5d.

2828. (*Mr. Gibb.*) Unless you see them?—Unless you see them; that is so; there is no comparison to be made at all.

2829. (*Chairman.*) Would you look at Question 684, with regard to mule harness. It is alleged that there was a pressing necessity for converting mule harness into six-span sets for use in South Africa; that some of these sets of harness were so converted, and that then the Director of Contracts protested against the previous purchase of material to convert the first 200 sets, and in consequence of that protest the Director-General of Ordnance, who was then acting, decided that it was necessary to comply with the usual routine, and the allegation is that in consequence of that there was considerable delay; that everybody being aware, or being presumed to be aware, at that time that there was great pressure to get mule harness out to South Africa, it scarcely appears reasonable, unless there is some other explanation forthcoming, that a departure from the usual procedure should not have been authorised as a matter of urgency?—I notice that Sir George Clarke in his following question brings out the point that disaster might have occurred from the action which is described, which you have just stated in your question. In the first place I should like to say that the "Deputy" General of Ordnance must be a mistake for the "Director"-General of Ordnance; it was the Director-General of Ordnance who really dealt with this question.

2830. You are quite sure that it was the Director-General of Ordnance, and not somebody acting for him?—Quite so. It was the Director-General of Ordnance, Sir Henry Brackenbury.

2831. Would that appear on the paper?—Yes. Now what I say upon that point is this: that for whatever risk there was of incurring the grave disaster pointed to in this evidence, the Director-General of Ordnance was solely and only personally responsible. I never objected to these things being made at the factory; on the contrary, I said that I should be very glad if they could be made there.

2832. You never objected?—I wrote on the paper here on the 12th of October this Minute, which I will read to the Committee—

2833. Will you just look again carefully at Question 684 before you proceed with your answer?—Certainly.

2834. (*Sir Charles Welby.*) Is this the original case in which they were ordered to convert some 200 sets into six-span sets, and did it locally?—What I mean to say is this, that what was done at a time antecedent to the pressure of the war, even if it was done, which I have not verified, had nothing to do with the position that occurred on the 12th October.

2835. (*Chairman.*) But when you speak of a time antecedent to the war, surely this was dealing with mule harness that was ordered there in a hurry for the purposes of the war?—"We had a certain amount of mule harness, about 1,200 sets of general mule harness, in store. I was ordered to convert some 200 sets into six-span sets, that is, suitable for six mules. We did this locally, making a purchase of material and fittings to carry this out. It was done in about three weeks." I do not take it that it was alleged that I did object there.

2836. (*Sir Charles Welby.*) Will you read on?—"Shortly afterwards, at the end of September, orders were given to convert a further 150 sets, which were required for the smaller ammunition carts and water carts of regiments proceeding to the Cape. The orders were to have this done as urgently as possible, as the regiments were to go out with their equipment. The Director of Contracts had protested against our previous purchase of material to convert the first 200 sets."

(*Chairman.*) That is the point.

2837. (*Sir Charles Welby.*) Do these papers which you are going to produce refer to the original 200 sets or to the second 150 sets?—They refer to the second 150 sets. That is the point. The point is this: If I raised any objection to the thing it was on the ground of his buying material which probably I should have said he ought to have come to me for.

2838. (*Chairman.*) Did you raise any objection?—That I will look up if you think it is material.

2839. Yes, if you please, I think it is very material?—But the material point comes with regard to the 150 sets, and I say with regard to them that I did not raise any objection in any shape or form, but that, on the contrary, I asked the Principal Ordnance Officer, and I asked the Director-General of Ordnance to let the Principal Ordnance Officer do all he possibly could in the matter.

2840. (*Mr. Gibb.*) What is the date of your minute?—The 12th of October.

2841. But that is too late, you know; the date given to us is that the demand was on the 15th of September and the contract was placed on the 9th and 10th of October; so that any minute of yours consenting to local purchase, to be of any use, must have been about the 15th of September. The thing was done on the 10th of October?—The date of the 15th September is wrong, you see he says, "Shortly afterwards, at the end of September, orders were given to convert a further 150 sets." Then he says further on he sent it up on the 15th of September. As a matter of fact the demand did not come up till the 25th of September, at any rate the consideration of the demand was not settled and was under discussion at that very moment, and as I said before, on that date, here is this "Demand P 3" in this particular paper.

2842. (*Sir Charles Welby.*) Is the Principal Ordnance Officer wrong in saying that the contracts were placed on the 9th and 10th of October?—Yes, I should say so.

2843. (*Mr. Gibb.*) Have you got the demand here?—Yes, I have. Very likely the orders for these parts of this store were put out on the date that he mentioned.

2844. Can you not give us the date?—I cannot. I see we telegraphed to the Principal Ordnance Officer "re Demand 1025" which is the paper I have got. "We have only ordered 332 cruppers. Do you want them or would you prefer us to cancel, if possible?" and then he says they have no preference; he does not object to take the extra quantity of cruppers.

2845. Perhaps, as your papers here are imperfect, you would like to send in a written memorandum on the subject giving us the exact dates and stating what happened?—The demand also included reached us on the 29th of September, that is the date on which the demand reached us; he says, I think here, the 15th, but it reached us on the 29th.

2846. (*Sir Charles Welby.*) He says he sent it up on the 15th?—Yes.

Mr.
A. Major.
23 Jan. 1901.

Mr.
A. Major.

23 Jan. 1901.

(The Secretary.) It might take two or three days before it reached you here.

2847. (Mr. Mather.) But he says in this paragraph, "Shortly afterwards at the end of September orders were given to convert a further 150 sets" P.—Yes; so that by the 3rd of October tenders had been invited for all the items except these swingle trees, and then I, having at that time placed the order, sent this minute "D.G.O. to see. Concur in C.I.G.S. making the 500 head collars not ordered. No objection also to his converting an additional quantity if you consider it desirable. I do not understand P.O.O. to mean that C.I.G.S. can assist as regards the other items, but if it is so we have no objection to additional orders being given to him. We should like to know soon what has been done."

2848. (Chairman.) I think, perhaps, you had better send us a complete statement afterwards of the facts with regard to this transaction?—If you please.

2849. And the form in which to have that statement should make it clear whether you did protest in any way against the action of the department on hearing of the proceedings that they had taken in the first instance to convert harness?—I will see exactly what action was taken, whether we took that action on the first 200 sets, and exactly what action was taken on the second 150 sets. (See Appendix V. (C) (2).)

2850. Will you kindly now look at Question 686; there is a question there as regards horsehair for beds of general hospitals. It is stated by Colonel Stevens that he purchased horsehair ready teased, ready for use for filling the beds at 1s. 2d. and 1s. 3½d. a pound, and that shortly afterwards the Director of Contracts placed contracts at 1s. 2½d. to 1s. 7½d. curled?—This is a case on which the Principal Ordnance Officer certainly committed a most insubordinate action in spending over 2,000*l.* in horsehair when the Secretary of State had limited his purchasing power to 25*l.*

2851. For one purchase?—For one purchase.

2852. Does that mean one purchase in the course of the year?—No, any number—hundreds of purchases of 25*l.*

2853. But none of them to exceed 25*l.*?—None of them to exceed 25*l.* in value without its coming up.

2854. Therefore, if in theory he bought his horsehair in lots of 25*l.* each, would he have been acting within his authority?—We should consider it an evasion of the rule if we found that he was ordering the same thing.

2855. Splitting up the order, as it were, into a lot of small fractions?—Certainly; but in this case I do not know that he did that—at any rate he ordered horsehair and bought horsehair to the value of 2,000*l.* without notifying it to the purchasing branch at all; it was merely discovered when the bill came in for payment. Now the price at which we had been buying horsehair up to that time was about 11d. a pound; we had certainly paid as much as 1s. 1d.; he bought it at 1s. 2d. and 1s. 3d. I do not find fault with the price which he paid.

2856. Was it the same horsehair, was it teased horsehair?—Yes, that is correct, it was teased, and we bought curled; but the fact that I had to buy horsehair six or seven weeks later, which was the fact, at 1s. 2½d. and 1s. 7½d., merely indicates that the market had gone up against us; that every bit of horsehair had been purchased already; taking those 2,000*l.* worth of horsehair off the market materially advanced the price. That is all that that shows; it does not follow that if he himself had bought it a month and a half later he would have been able to buy it for 1s. 2d.

2857. (Sir Charles Welby.) I suppose you would admit that in a case of sufficient urgency the Principal Ordnance Officer was not only justified but bound to take immediate steps, and to discard routine for the moment?—Not without asking me—not to the extent of 2,000*l.* My contention is that if he got that horsehair quickly I could have got it quicker, and you cannot prove that I could not. You cannot show any single case in which I could not have bought quicker.

2858. You deny that at any time advantage was gained to the Service by his action?—Considering the way in which he buys I do; considering the way in which he went about the country buying corn crushers, I should say that considerable time was lost.

2859. But supposing that time could be saved by such a process, do you maintain that as an invariable principle?—The invariable principle is that the Secretary of State himself is the purchaser as the head of the firm; he is practically the purchaser through me; and I say that when a man who is limited by the Secretary of State to 25*l.* goes and makes a purchase up to 2,000*l.*, when he is within 10 minutes of me, the right authority, by telegram, it is his duty to communicate with me, and say "Shall I buy, or will you?" and I then shall judge whether I can buy quicker than he can, and if I do not think I can, in dozens of cases, I say "No, you buy." But in regard to this horsehair my contention would be that I should buy quicker than he would, and it is proved over and over again. That is the only point; practically I say I do not think there is anything in it, as I said before the market was cleared and I had to buy at a higher price. It comes to that, and nothing more.

2860. (Chairman.) What object would an officer in the position of Colonel Stevens have in not complying with the regulations but effecting this purchase on his own responsibility, unless he was persuaded that the circumstances were very urgent, and that it was the only way in which he could get the necessary articles in time?—He had no right to be the judge of that. That is my point. I am to be the judge.

2861. (Sir Charles Welby.) To be the judge of the urgency of the service?—I admit the urgency of the service. Every service was urgent at that time. If he telegraphed up and said, "I want horsehair in a great hurry," or if he sent anybody up from Woolwich to tell me so, and said, "I think I can get it and know where to get it," we should say, "Certainly, buy it."

2862. (Chairman.) But you contend that in no case should he himself be the judge of that urgency and act, as it were, off his own bat, without consulting you?—No, not when he is within 10 minutes of the proper and delegated authority.

2863. (Sir Charles Welby.) Then you have a further charge against him in that case?—P.—I make no charge against him. I have no doubt that he acted according to his knowledge on the subject and according to his conscience. He thought he was doing right, perhaps; but still the tendency has exhibited itself of doing this kind of thing on many occasions.

2864. But, as I understood, there was a further breach of procedure on his part in that, having purchased this horsehair contrary to the usual system, he did not report his action to you afterwards?—That is so.

2865. That was a separate matter?—He absolutely failed to report it altogether.

2866. (Mr. Mather.) And you did not know that this contract was given until the accounts came in?—I absolutely had no knowledge of it till then.

2867. (Chairman.) You mentioned the case of the corn crushers; let us come back to that—it is at Question 593—you mentioned it incidentally just now. The Principal Ordnance Officer states, as an illustration of the necessity of acting on his own responsibility in cases of urgency, that he was obliged on one occasion to send out and buy corn crushers on a Saturday at a moment's notice, in order to get them on to the transports that were sailing on the Monday and on the Tuesday. What he says is this: "I sent out and bought them. In no other way could those corn crushers have been put on board. But it is thrown back upon one, and queries are raised on one's action, which was really taken for the good of the service, and in the only possible way that the good of the service could have been met." Would you contend that in that case, admitting that it was absolutely urgent to get the corn crushers on the Saturday in order to get them placed on the ships on the Monday and on the Tuesday, he ought to have referred first for authority?—In a case like that I should certainly say that it was not necessary, nor did we ever say it was necessary; we allowed the proceedings as a matter of course, and said that we thought the Principal Ordnance Officer had done the best he could. But I suppose the Committee would rather infer from this, "I sent out and bought them," that those corn crushers were put on board on the Monday and the Tuesday.

2868. We certainly did infer that?—Nothing of the sort.

2869. When were they put on board?—On the Thursday. My objection is this, that he had a man coming up here on Saturday and going down to Liverpool and staying there four days, Sunday, Monday, Tuesday, Wednesday and Thursday morning, buying six corn crushers.

2870. Wait a moment, Colonel Steevens states this: "I saw a paper in which the case of a purchase of six corn crushers was held up to show that I had bought them at Woolwich, when there was no necessity for me to go into the contract business." Are we to understand that these corn crushers were not bought at Woolwich after all, but that he sent round the country for them?—That is so.

2871. If the Principal Ordnance Officer had to send round the country for them and could not secure them at Woolwich, then, I think, it is an argument that he might just as well have sent through somebody else as have sent his own man round?—He did not buy them at Woolwich; he came up to London and he did not buy them in London; he went down to Liverpool.

2872. Did he send a man up to London?—Yes.

2873. He could have sent a telegram to you in the same time. I suppose?—In much less time. What I want to point out with regard to that matter, is, that I did not object in any way to the action that had been taken in regard to this sort of thing. I think it was expensive, and I think it was a loss of time. I am certain that, if he had asked us to buy corn crushers, we could have done it in half the time without getting off our stools as Sir Henry Brackenbury says. It is only an instance of what occurred a little later; they sent us up a demand for 200 corn crushers. I got that demand on the 11th. I had the whole of the corn crushers offered, in fact, we had 700 offered, and I should have bought them on the 12th, on the day after the demand came in; but, inasmuch as there were different patterns in them, I thought it was expedient to send down to Woolwich to ask: "Are these corn crushers what you want; will you take them; do you like them?" They said, "Yes." On the 13th, I bought the 200 corn crushers, that is to say two days afterwards, with the interval of going down to Woolwich, 185 of those 200 corn crushers were ready for delivery at once, and my contention is this: that if he had asked me to buy them, I could not only have put six corn crushers on board those ships on the Monday and the Tuesday, which was not done, but I could have put 50 corn crushers on board them, if necessary.

2874. You are quite sure that the six original corn crushers were not put on the ships on the Monday and the Tuesday?—No, they were not.

2875. Because the statement is "in no other way" could those corn crushers have been put on board"?—Quite so. It is a misleading statement absolutely.

2876. You could prove, could you, beyond all doubt, that these corn crushers were put on board ships that did not sail on the Monday or the Tuesday, but later on?—The real fact is, that those ships did not sail on the Monday and the Tuesday.

2877. Yes, but were the corn crushers put on the ships on the Monday and the Tuesday?—No, they were not put on board on the Tuesday.

2878. (*Mr. Gibb.*) Was it that they were not put on board because the ships did not want to sail, and, therefore, they did not put them on the ships hurriedly?—That I do not know.

2879. (*Chairman.*) Could they have been put on board the ships on the Monday and the Tuesday?—Late on the Tuesday I had a telegram from Liverpool, because I asked whether the corn crushers had been put on board, and the reply was that they had not been bought, and I found out, as a matter of fact, that the corn crushers were not put on board the ships till Thursday.

2880. When were they bought; would they have been ready to put on the ships on the Monday and the Tuesday?—Certainly not on the Monday, because they had not been bought late in the day on Tuesday.

2881. You are positive of that?—Yes.

2882. Where were they bought?—They bought three here and there; they went to Manchester to buy some. It was a big business buying these six corn crushers.

2883. Do you know where the others were bought?—At Birkenhead, I think. I have shown you the way we

buy things. We sit upon our stools and buy, but we could not conduct our business on the principle of going round the country and sending people to buy half-a-dozen corn crushers, and taking four or five days to do it.

2884. (*Mr. Gibb.*) The point of your observations is, that through the organisation of your department, you can, in most cases, buy more rapidly than any department, without your organisation, could do?—Certainly.

2885. (*Chairman.*) Will you turn to Question 696. This is a question of slings for stretchers. The allegation is that a demand was made for slings of webbing for stretchers, and that two months after the demand was sent up the contract was progressing so slowly that there was only a prospective delivery of 100 a week three months afterward, and that in consequence the stretchers had to go out to South Africa without the slings, whereas, if the requisitioning department had itself been dealing with the matter, realising thoroughly the urgency of the slings, it would at once have found out that the slings could not have been got of that particular material, and would have got them made of some other material, which would have served all practical purposes?—The demand for these slings reached me on the 27th January. We called for tenders on the 2nd of February. There was only one person who tendered for these slings. We could not get them really, but we were trying to persuade a man, who was very apathetic on the subject, to tender, and after a time we got him to promise to make delivery. Tenders were called for, and came in; but this man was very slow in answering inquiries; he took a week sometimes to answer a letter, he was so apathetic. I informed the Director-General of Ordnance, on the 8th of March, which was not two months, that we could not get web slings, and I suggested that we should get leather ones. As soon as we got the tenders for the leather ones I bought not only the 1,000 that he asked for, but, with the consent of the Director-General of Ordnance, knowing that these things would be required in large quantities, I bought 2,800, and for 1,000 of those—for which he says my price was 7s. 5d.—and he could buy them for 3s. 1d., I paid 3s. 3d. I could have got more at that price, but as time was such an object I went to a higher price. I bought 400 at 4s. 6d., 800 at 5s. 6d., and 600 at 7s. 5d. So you see there is a great deal of difference. It is rather a misleading statement to say that I bought them at 7s. 5d. when I bought 2,800 at different prices. Though I paid 7s. 5d. for 600 on the question of time only, I bought the majority at 3s. 3d. The question of those web slings was simply this, that he was asking for a thing that could not be produced. There was no one to tender for them. We did the best we could. There was a great deal of difficulty in getting the only tenderer, the only man who would undertake to do them at all, to communicate with us.

2886. (*Mr. Gibb.*) But I think the point of the complaint is simply this, that until the 8th of March you did not inform the Director-General of Ordnance that there was any difficulty in obtaining the article?—That is so. We did not in that case, we were trying to get them.

2887. How do you explain the delay in communicating that fact to him?—Simply because we were trying to get them all the time, and until we proved that we could not get them it would have been rather difficult to convince the Director-General of Ordnance that we could not.

2888. But you did not try to convince him?—Not until the 8th of March.

2889. (*Chairman.*) You spent about six weeks trying to get them?—It was 39 days, and it was going on day after day; there was no delay in the office; we were taking steps every day trying to get them, but the difficulty was in getting the only man who could do the thing to say whether he would do it or not. The papers are here, and they show that there was no delay in the Contract Branch; the delay was really in negotiating and persuading this man to supply them. We do not care to go to the Director-General of Ordnance and say, "we cannot get them" if it is possible. We want him to see the papers and convince himself that we have done everything that is possible.

2890. Do not you think that while it was going on all that time, the question of stretchers being a very urgent and important one, you might have informed the Director-General of Ordnance of the fact before the 8th March?—We do not suppose that they have not got

Mr.
A. Major.
23 Jan. 1901.

Mr.
A. Major.
23 Jan. 1901.

any slings at the time. The demand came in for things which it would take some time to manufacture under any circumstances. When I say that the tenders were called for on the 2nd of February we did not get those tenders in until four or five days afterwards.

2891. You mean that you thought it was not necessary to inform him until the end of six weeks, basing yourself on the supposition that he had some stretchers?—Yes, that he would have had some, and that he was not relying on getting these in two or three days.

2892. Was not that supposition just a little dangerous?—It is perfectly well known that 3,000 slings of a new pattern cannot possibly be got under some considerable time.

2893. (*Mr. Gibb.*) And I suppose you would assume that if urgency was of the extremest importance, the demand would not be for a new pattern but for the old pattern?—Certainly, we should rather suppose, knowing that they were going in for a new article, that a reasonable time was given for obtaining the article.

2894. (*Chairman.*) It was a new article?—Yes, it was a new article.

2895. When the demand came forward, did it bear anything upon it to indicate urgency?—I think every demand that came forward at that time was urgent. We dealt with all the demands as urgent practically, although, in many cases of these demands we were much hampered by the question of printing. We piled up the printers, getting lithographs and things of that sort. In some of these cases I wanted 500 or 600 lithograph forms for sending out tenders, and the printers sometimes had not got the stones and could not do the work for us.

2896. There may have been many additional reasons, such as press of work, and all that sort of thing, which daily occurs, but the point I want to get from you is whether you do or do not consider that such a delay is really reasonable and defensible?—I think that in a case like that we absolutely did all that we possibly could to get them, and that we did not like reporting to the Director-General of Ordnance that we could not get them until it absolutely appeared on the paper that it was impossible; then I asked him in a moment, "Could you not do with leather slings?" because I did not suppose for a moment that they had no slings, especially when they were asking for a new pattern, as you point out.

2897. Then, in your opinion, the delay was defensible?—I think so.

2898. (*Mr. Mather.*) As a matter of business and as a matter of regular routine in your department, is it not your interest to communicate with the Director-General of Ordnance or his deputy in relation to all orders of this kind, orders of emergency, in this sense: "I shall find great difficulty in obtaining the articles you require; what can you do to help yourselves? can you not yourselves make some efforts down at Woolwich to supply a certain number to meet the immediate emergency? I will do my best"?—I quite see your point.

2899. It seems as if you were working with equal devotion to the service, but that you were working on parallel lines?—I am glad to say we were working with equal devotion.

2900. But parallel lines never come to a point?—Yes.

2901. Your two departments have one object only in view, and yet you keep yourselves entirely apart?—No, you must not say that; we are continually conferring upon every subject with the Director-General of Ordnance.

2902. But the cases which have been brought before you by the Chairman seem to indicate that a word or two, even a telephone message, would have relieved Woolwich and enabled them to do something for themselves?—Are you confining your statement to this particular case?

2903. These are merely typical cases; there is no grievance upon these particular cases, but they indicate that the system does not work harmoniously?—I do not think you must assume that. You must not assume that we do not work in what I call very close touch, my staff and the Director-General of Ordnance's Staff; I personally go in continually to the Director-General of Ordnance and consult him upon various points; but this was a case in which we were trying

to get what we were asked for, and if I had gone to the Director-General of Ordnance and told him we could not, he would have said to me directly, "You have not tried; you must try"; I did try, and the moment I found I could not get it, and could show upon paper that it was not possible to get it, I sent the paper in to him and told him, and asked him, if he would not like to have something else.

2904. But that took six weeks?—I admit that it took a long time.

2905. And you admit that you knew in two or three days that you would have great difficulty?—No. Of course we had to put out tenders on the 2nd of February, but there would be three or four days occupied in getting in those tenders, so you must take it probably as about the 7th or 8th of February before we got even one man to negotiate, and then when we corresponded we got no answers. One man said he would do some, but all he offered to do was a small quantity.

2906. (*Colonel Miles.*) In a case like this of war, must the articles be bought by tender; is there no other method of buying them?—It is the best way of getting supplies, to find out who will be willing to supply them.

2907. Does it not seem a slow means; could it not be done in any quicker way?—No, it could not be done in any other way so expeditiously. You find out what the people are prepared to do.

2908. (*Mr. Mather.*) In my own business I find a state of things by no means comparable; on the contrary, in emergency, tenders have to be lost sight of altogether; you have to find out by diligent inquiry where you will be able to get a thing at once, and to order it at once?—So should we do if we knew who could supply.

2909. (*Mr. Gibb.*) You mean in cases where you do not know a firm from whom you can purchase?—Yes, but that firm would be included in the competition, and by competition we have not only found out that firm but half a dozen others; and also an advantage of getting competition and finding out firms is that you are able to spread an order so as to get it executed in the time you want it. You cannot go about the country when you have an enormous number of orders, as we have, to find out. In a small way of business, where you know people, you can go to the best people and find out whether they can supply, and buy, but you cannot do it in our case.

2910. (*Sir Charles Welby.*) But at the beginning of this case you were aware that the Director-General of Ordnance was asking for an article which it was difficult to obtain?—I could not tell that until I had found out whether people would or would not undertake to supply.

2911. But the moment you could only find one contractor, and that an apathetic contractor, you were aware that there was difficulty in providing this particular article?—Certainly.

2912. Would it not have been wise at that stage to have warned the Director-General of Ordnance of the probable result of insisting on this particular variety?—He would not have done anything until I had proved to him that I could not get it.

2913. (*Mr. Gibb.*) Does it not come to this, that then it did not occur to you that it would be wise, but now, after the event, you probably see that it would have been wise?—I go with you to that extent, in that particular case; but you see, when you have hundreds of orders before you, it is very difficult to know and to see everything; that is why you want a very intelligent man. These things have to be done by the gentlemen in the office, and at that time my position was that I only had three men of experience in the whole branch when this business was being conducted. These things have to be entrusted, to a great extent, to gentlemen without experience, and those points do not strike them always, and it is impossible for me, as Director of Contracts, or for my assistant, as Assistant Director of Contracts, to have before us all the points that come up in the different stages of the transaction.

2914. And you were all very much pressed at that time?—Working 12 and 14 hours a day, all my staff, and they were wearied to a degree. But you must remember that this is one case out of 20,000. About that time I put out 20,000 orders, and 19,900 of those orders were executed satisfactorily, and brought in

the stores that we wanted. This is a small triviality compared with the enormous number of cases in which things were delivered, and delivered practically to time. I do not say that a contractor ever comes up exactly to time; it is not to be done; but they do come up approximately to time. At any rate a very large quantity of orders are delivered in time as a rule. The way in which contractors have responded to the demands of this office to produce supplies during this war has been something wonderful, and although some people say that we do not do it by fines and penalising them, we do it in another way, and, I think, a much more pleasant way. Whenever I find a contractor a little behindhand in time and things are wanted, I send to him and say, "This is a matter of national importance that you should make these supplies, the Secretary of State expects you to put every order you have got on one side to do the Government orders on occasions like this," and people have said to me, "Well, Mr. Major, if you put it in that way we will do it," and they have done it. That, I maintain, is a far better way, appealing to the good feeling of a contractor, than to say, "Look here, if you do not do this I shall impose a penalty of 20 per cent." We have been friendly with contractors, and I hope always to be friendly with the gentlemen who serve the department.

2915. Would you look at Colonel Mulcahy's evidence at Question 831?—I should like, if you will permit me, to say something more upon the question of mule harness.

2916. I thought we had done with the question of mule harness?—At No. 717 there are a lot of supplementary questions.

2917. (*Mr. Gibb.*) But I understand that you are going to give us a written statement about that case?—But there is something said here to the effect that we have only a paper idea, and that it would be nothing more to us. I think you will find it at Question 751. (*Sir George Clarke.*) Might we not take the case as "to the mule harness as a case in point; your department would contain people who would know exactly what was meant, while, on the other hand, in the Contract Department, it would be nothing more to them than a mere expression on paper?" The reply to that by Colonel Stevens is: "Yes, that is so." I join issue with him entirely upon a point of that kind. What took place with regard to this mule harness, and the getting of this mule harness, was this: The military authorities were most anxious to obtain this mule harness from America, but when I heard the price at which that mule harness was going to be supplied, I said, "Only very inferior stuff can be supplied at that price," and I recommended strongly that instead of getting supplies of an inferior character from America, inasmuch as we had on the programme about two months in which to supply the mule harness, we should get it in this country to our own specifications and patterns. It would be far superior to anything that they could buy in America.

2918. (*Chairman.*) How do you know that it would be far superior to anything that they could buy in America, where they use mules very largely, and mule harness is put to very hard work?—From the price.

2919. Is that a necessary conclusion?—Undoubtedly. The moment our patterns went out to America, which they did after a time, they said at once that they could not make stuff like that.

2920. But they use mules and mule harness?—I do not know.

2921. But they use mules and mule harness to a great extent in America, and for very rough work; that is a country where mule harness is much used, and this is not?—All I can say on that point is this: I recommended that the mule harness should be bought in this country, and I further recommended that in order to get it in time the traces should be stitched by machine instead of by hand, as it was absolutely necessary to get it in time, that recommendation was adopted, and the consequence is, that between the time at which the order was put out and the time at which it was stated to be required, a very large quantity of mule harness was sent out from this country. In cases in which mule harness was required locally, instructions were given to the Cape to buy. They said there was plenty there which they could buy. We knew there was plenty of inferior stuff which had been sent out from Walsall, and plenty of inferior stuff which had been sent

out from America. The result of it has been that the stuff bought out at the Cape locally was rubbish, but the stuff that we sent out, which was got from this country upon my recommendation, was of first-class character, splendid stuff; that is to say, that the mule harness (which is one of the most important things you can have in the field) sent out from here was of first-class character, while the stuff bought locally and sent there from America and Walsall was inferior, the harness sent out from here, although, perhaps, it cost 30 per cent. more than that sent out from America, would probably last five times as long as the stuff bought locally. Then people say, as Colonel Stevens puts down here, that mule harness is a mere expression on paper to the Director of Contracts. I think I have said enough to show you that it is not a mere expression on paper. In other places, again, it is stated that we do not take any interest in the matter. Well, it would have saved me an enormous amount of work if we had not had it to do. I watched the progress of this mule harness every day to see it come up to time. I had reports every day from the makers to see what deliveries were being made. I checked the deliveries personally myself; I reported them to the Secretary of State; there were questions being raised as to delays in the mule harness, and the Secretary of State said he had seen the Director of Contracts, and the explanation was quite satisfactory.

2922. But I should like to get this point quite clear from you, as it really covers the question whether the department is a paper department as has been said, or not; the requisitioning department, who have technical knowledge, recommended that mule harness should be got from America, probably knowing and presumably knowing, all that is required of mule harness; you decided, against that recommendation founded upon their technical knowledge, that mule harness from America must be inferior, and was not adequate; not from having any experience, I suppose, of the use of mule harness, but because it was lower in price?—I went upon the question of price; I did not decide, I only recommended, and with the concurrence of the Director-General of Ordnance it was bought here at home.

2923. (*Mr. Gibb.*) Oh, he acquiesced?—Certainly. Of course, I never do anything of that kind without his acquiescing.

2924. (*Chairman.*) Then he did not support the recommendation of the Requisitioning Department under him?—There was no requisition for it; there never was any requisition. An Army Service Corps officer, who is no expert judge of harness, had gone round America for about six weeks before this war broke out trying to find a pattern of a buck wagon, of which we have had to buy a large number, and a pattern for harness, and he reported that he could get any quantity at 25*l.* a set. I know that we cannot get harness of the character we require under 40*l.* a set, and I know that harness offered to him at 25*l.* a set in America could not approach what we should get here for 40*l.*, because the price of mule harness all over the world is practically the same.

2925. However, there was no controversy between you and the department requiring the harness, because the Director-General of Ordnance agreed with you?—None whatever. I should say that in that case the department to whom the Director-General of Ordnance delegated his power with regard to this particular thing was the Quartermaster-General. Therefore, with regard to purchasing buck wagons and mule harness for this war I was practically in communication with the Quartermaster-General and not the Director-General of Ordnance.

2926. Did the Quartermaster-General agree with you?—Certainly.

2927. (*Sir Charles Welby.*) You said that there was some harness used in South Africa which was obtained from America?—Yes.

2928. Not sent out by you, but used in South Africa?—Yes; we believe that the American market supplied South Africa with mule harness.

2929. (*Chairman.*) That is only belief?—Yes, it is only belief; I have not verified it; we conclude that it was so.

2930. But you have no positive knowledge?—No.

2931. (*Sir Charles Welby.*) When you said you were quite sure that that American harness at 25*l.* a set was bound to be inferior stuff, what you meant was that you were sure it would not pass the inspection of the

Mr.
A. Major.
28 Jan. 1901.

Mr.
A. Major.
23 Jan. 1901.

Inspection Department here at home?—It is absolutely different altogether, and the moment that our pattern was sent out to America it was proved, because our mule harness pattern was sent out to America, and they said they could not make it.

2932. But all you had to do was to satisfy the Inspection Department?—Yes.

2933. (*Chairman.*) Is there any other point that you wish to refer to?—There is a reference at Question 688 to a question of enamel ware. I cannot accept Colonel Stevens' statement, that at the interview with the Secretary of State, I suggested that enamel ware was made of tin. We were discussing both tin ware and enamel ware at the same time, and my allusion to the fact that we could not get something on account of the state of the tin market did not apply to enamel ware but to tin ware. Then there is one other point, if I may refer to it on this, and that is as to Question 742. There is something there which I think would slightly mislead people.

2934. It is the case of felling-axes and hand-axes?—Yes. The answer is, "I asked that 2,000 might be bought at once. The Director of Contracts sent a gentleman into the country to buy them, but it appears he did not know what he was going to buy, because he wrote and said that it would be well if we would give the trade description of this article when we were going out to purchase." The gentleman the Director of Contracts sent to buy knew, of course, that he was going to buy axes, and that he was going to buy sledge hammers; and he was accompanied by, and asked to be accompanied by, an expert from the Director-General of Ordnance's Branch.

2935. That is to say, you sent two men to buy?—I asked for one, but I got three, so that, absolutely, four men went to buy.

2936. They went to Sheffield, did they?—They went to Sheffield and various places. Three experts went—one inspector and two viewers—besides the gentleman from my department. There was not the slightest hitch in buying the axes as far as they could get them; they did not get all they wanted to buy, and the point referred to by the Principal Ordnance Officer did not arise until after the purchases were effected. It was on account of the Principal Ordnance Officer giving the mere vocabulary definition of the axe that the contractors did not know the sort wanted. Therefore, all we said was, "If you can give the trade definition as well as the vocabulary definition, it would help us." Previously to these gentlemen going to buy, we had written to all the contractors, telling them we were coming in search of axes and hammers, but these people on the vocabulary definition given by the Principal Ordnance Officer, produced different axes to what were wanted; they produced carpenter's axes instead of the small wedge axes. There was no misapprehension on the part of the gentleman who went to buy; he had three inspectors with him, and he merely wrote to point out that it would be better to be as complete in the description as possible.

2937. As a matter of fact, these four gentlemen went from London to Sheffield to buy these 2,000 axes?—Yes.

2938. (*Mr. Mather.*) And none of them knew the axe they wanted?—That is not so.

2939. Is not that the effect of your explanation?—I do not think it is quite that. They did know the axe we wanted; it was the contractors who did not know on the definition given to them.

2940. But the inspectors explained to them when they came to consultation?—Quite so. With regard to the sledge-hammers the thing was of a different nature. When these experts went down we wanted to buy these 12-lb. or 14-lb. sledge-hammers; they said they did not know what the Principal Ordnance Officer meant, so the consequence was they telegraphed up to the Director of Contracts. I went to the Principal Store Officer, a technical man, and asked if he could tell us, but he said he did not know anything about it. I then went to the Deputy Director-General of Ordnance and asked him. He said he did not know—no one knew, and in the end we went to the Principal Ordnance Officer, and ultimately found out from the Principal Ordnance Officer exactly what was wanted. None of the experts who went out to buy knew what was wanted. The gentleman who went as my representative did not profess to know; there was no one here who knew, and

we had absolutely to go back to the Principal Ordnance Officer to find out.

2941. (*Sir Charles Welby.*) Whose duty was it to instruct these gentlemen?—The Principal Ordnance Officer.

2942. (*Mr. Mather.*) Sometimes do you find the Principal Ordnance Officer rather careless?—I will not say that. I do not make charges against people as it seems to be the pleasure of other people to make them against me. I shall have something more to say on that point presently.

2943. (*Chairman.*) Will you look at Colonel Mulcahy's evidence, Question 831. Colonel Mulcahy thinks it would be in the public interest if, after the tenders had been received and schedules made of those tenders, he should be consulted as to the distribution of the orders. Do you not think his assistance might be useful in such cases?—In a large number of cases of important orders, where we think we have not sufficient information, we do refer to the Director-General, and, of course, if he wishes to have these things referred, it is done, but during the time of the war, the pressure has been so great that we may have thought it unnecessary to refer so much, as we otherwise should do, but if the Director-General wanted these things referred, it would be done.

2944. He says the Director of Contracts objects?—The objection I have taken is, that unless it is absolutely necessary, it is a pity to do it.

2945. Would you deprecate it?—I do not object at all, in ordinary cases, referring every contract if the Director-General of Ordnance wishes, before it is placed, but, of course, it means an enormous duplication of work.

2946. (*Mr. Gibb.*) Your practice in dealing with the Clothing Department seems to differ from your practice in dealing with the Works Department on this point, because at Question 960, Colonel Watson in answer to the question, "Then is it the Director of Contracts who, himself, decides which tender is to be accepted," replies, "No, he refers it to us." Then Question 961. "He refers it to you in every case. (A.) He refers it to us in every case." So that, apparently, your practice differs?—That is so. The contracts are very few, but they are of great importance, involving many thousands of pounds, and being of a completely different nature, it is the practice to refer every building contract to the Inspector-General of Fortifications.

2947. (*Chairman.*) Have you the evidence up to Question 1712?—Yes.

2948. There is a question about an order for steel balls having been sent to a certain firm?—Yes, I have not gone into that question at present. I have not had time to go into it yet. (*See Appendix V (C) (3).*)

2949. Nor, perhaps, into the question arising at Question 1724 about a fourth trial which was given to a contractor?—Yes, I have a paper on that question to hand in to the Committee. It is a very elaborate one; it is only just finished, and before I hand it to the Committee I want to read it, so that I am not prepared yet to answer any question upon that. When I have had an opportunity of going into it the Committee shall have it. (*See Appendix V (C) (4).*)

2950. On Question 1769, as to the price of copper, what do you say?—On that point I have a statement.

2951. I understood you explained that the difference of 3*l.* or 4*l.* was rather a picturesque way on the part of Mr. Powell Williams of putting it?—I do not want to withdraw my evidence as regards the fact that he put it in that way.

2952. But you would consider it rather as a general remark, and that there was no such actual difference as 3*l.* or 4*l.*?—No, never; but I have drawn out a statement showing the cost at which we placed copper before the brokers were abolished and afterwards, and it does show that the prices at which we have bought were more advantageous than they were under the broker's system.

2953. (*Mr. Mather.*) Speaking generally?—Speaking generally; on the orders for that six months, in every case we bought at a price varying from 2*l.* to something less (I think 1*l.* 3*d.*) below the quoted prices, and in the other cases, before the brokers were abolished, nearly 2*l.* above, but in some cases, even with the brokers, we bought below the market price. I should like the Committee on that question to know how the

Mr.
A. Major.

23 Jan. 1901.

matter as to employing brokers stood. Of course, the brokers for copper, and the brokers also for other metals, received their appointments from the Secretary of State. We did find out, and we were satisfied that we could buy metals cheaper by not going through the channel of brokers, and they were informed that we should at some time or other go into the question and probably dispense with their services. The system of buying through brokers had been, of course, accepted and recognised as a proper system of purchasing by committees which have gone into this business. It was not considered necessary to do anything in a violent hurry, and with regard to one member of the firm who protested very much against any change being made, or any intrusion on his appointment as a broker by the Secretary of State; an intimation was made to him that we should not commence to make any change (as he was somewhere about 80 years of age), probably as long as he, the senior member, lived; and he lived, I think, until nearly 90. Immediately his death took place we did make the change, and we also, under very strong protest, abolished the brokers. We had to take legal opinion as to dispensing with the brokers; they made a large claim for compensation, but in the end it was settled that we had power to dispense with their services, and we did, and, I think, with great advantage to the public service in the way of economy.

2954. (*Mr. Gibb.*) You said that when there was a difference between you and a department as to the acceptance of a tender that difference would always go to the Financial Secretary for decision?—Yes.

2955. What would be the procedure in the placing of it before the Financial Secretary; would you see him personally about the matter?—I should put it to him on the paper.

2956. Would the differing department send up a minute?—Their minutes would be on the paper too, for him to see.

2957. So that the Financial Secretary would decide the case after reading the minutes of the two departments?—He would see both sides of the question on the minutes.

2958. Would it be usual for you, in addition, to have a personal interview with him?—If he sent for me—not otherwise.

2959. Would he usually send for you to talk it over?—It just depends. After a man has been here a considerable length of time he feels greater reliance on himself, and would decide without consulting me; he would see the facts on the paper.

2960. Do you say you have the ear of the Financial Secretary or have opportunities of personal access to him that are denied to other departments?—I should not say so, besides which, of course, if the other departments are dissatisfied with the decision of the Financial Secretary, they have an appeal to the Secretary of State, and although I notice Colonel Hildebrand says it takes a year to get to the Secretary of State, I think Sir Charles Welby could put the Committee right on that question, and tell you that access can be got to the Secretary of State in one day.

2961. Then you said that a good many of the difficulties we have been discussing have been due to the want of adequate reserves being kept?—That is no doubt the primary cause of difficulties which have occurred in this war, that sufficient reserves of many articles, and for which we have to rely exclusively on the trade, have not been maintained.

2962. In fact, I understand your general case in reply to all that has been said is that want of foresight cannot be overcome by hurried purchases in a market unable to supply?—That is so.

2963. (*Mr. Mather.*) You have conveyed to me the impression that your department is overtaxed, not only during this war period, but, as a rule; and that your department having such a vast number of articles to purchase for the supply of the Service, is in a normal state of being understaffed, and that you cannot give to each important matter the attention which, perhaps, it deserves. That is the impression conveyed to my mind?—I only go as far as saying that if we had a larger and more extended staff, we could carry out the ideas which are present in our minds of making more careful inquiries into the capacity of firms, and also into the progress of orders than we do now.

2964. Do you divide your staff of 60 into various departments, and allot to each department the care of

a certain class of contracts?—Yes, that is the way in which the work is divided, according to trades.

2965. And matters come before you only when their importance requires your own personal decision and responsibility?—That is so.

2966. If you were allowed to increase your staff, so as to undertake the work altogether throughout more carefully—I will not say item by item, but as to a certain contract—could you give more time and care to it. If your staff were so enlarged, would you enlarge the respective departments?—No, the departments would not be affected in any way; it would be merely this: that the work of each department would be more carefully and fully supervised. I do not ask for a larger subordinate staff; the staff I want to be increased to a small extent is the supervising staff, that is to say, a proportionate increase of the supervising staff, something like corresponding or corresponding more to the increase of work which has occurred and which is likely to remain with the Contract Branch.

2967. You would like to have over each of these departments in charge of special contracts a head or supervisor, representing yourself, and, as far as possible, having the same qualities you possess?—Quite so, with considerable experience, and one able to go into things. You gentlemen take exception to the action of the department as to those slings, for instance, well, I should like a man whom it would strike, and upon whom you could rely, who would be able to say, "the slings may be required punctually and immediately, we will go on trying to get them, but we will warn the Director-General of Ordnance that there are difficulties in the way."

2968. In a word, if your department were so extended as to contain a certain number of these intelligent heads over the separate branches, your own duties, you think, would be more satisfactorily carried out so far as your own convenience is concerned, because you could make a general supervision of the whole, depending on your departments doing their work efficiently?—Quite so.

2969. At the present time do you find that there is not the possibility of doing that owing to the department being limited?—I do not say there is no possibility of doing it, but I say it is overstrained in doing it. As the honourable member would know, when a man is working 12 or 14 hours a day, it is an enormous strain upon him. I may say, as regards the detail work of the Contract Branch, I limit my time to eight hours a day, but a man who is at the head of a Branch is always thinking of the work he has to perform. You are paid for thinking, not merely for detail work; besides risking my health in doing an enormous amount of detail work would be a great mistake.

2970. So that in addition to your staff, in order to bring it practically to perfection, there would be needed perhaps half-a-dozen more heads of departments of rather exceptional intelligence, and even technical knowledge of the articles they would chiefly have to deal with?—Half-a-dozen we should think a very large order. I have young men at the heads of my four rooms, and the only alteration I propose was to have each two of those rooms put under a higher clerk, a gentleman in the position of a principal clerk, the two principal clerks eliminating a certain amount of the work of the departments sent on to the Assistant Director, and the Assistant Director again eliminating a certain portion, and sending it on to me. My impression is that it is advisable for the head of a department to take up a certain work in its entirety. If anything of importance comes in, my principle is to take it up personally, besides keeping a general view on the current work. I take up a particular branch which enables me to see into it, and see what should be done, and if I see everything is going on right, then, perhaps, I take up another thing. That is the principle on which I try to go. The questions which come up in the Contract Department are of a very varied character; we have a good many very difficult and elaborate cases which have to be gone into. One has to look into the question of the distribution of orders between the trade and the factories, which is another important point. Then I have several difficult questions of dispute to settle, which saves the department expensive litigation, and it is astonishing what variety of questions come up. Generally speaking, the interpretation of contracts gives rise to a number of difficult questions. I am now negotiating for the placing of an order of a half-a-million of money at a cheaper price than is being

Mr.
A. Major.

23 Jan. 1901.

tendered. I do not bargain as a rule, but when the thing is in a very limited market, and there are only two firms, we do bargain as to price.

2971. You have, I see, according to the War Office list, five departmen's in all, including issue and receipt?—Yes, that is under one room. The principal department works for all the branches in doing what we call the mechanical work and scheduling tenders when they come in; it is simply an economical arrangement, and it puts the printers in touch with one department only, instead of having to go to several.

2972. And in seeking the additions you have mentioned to your staff in the form of intelligent supervisors or heads of departments, I presume you would like to select them on the ground that they had some technical and commercial knowledge in relation, for instance, to sub-division 1, in which machinery, tools, scientific instruments, and so on are included. Would you think it desirable for the head of such a sub-division to have more or less practical acquaintance with these various articles here enumerated?—I consider that it is sufficient if the technical knowledge is the technical knowledge which subsists in the departments.

2973. You mean that your relations now with the heads of departments are so close and intimate that you can always get the technical knowledge you require in making a contract?—Always.

2974. (Sir Charles Welby.) To some extent that is qualified, is it not, by the fact that some of those departments are out of reach at Woolwich and Pimlico, and you cannot refer to them without delay in correspondence?—We refer to them by telegraph; sometimes of course we should refer to them on paper.

2975. But that is not quite so satisfactory as an interview, is it?—I agree. One of the functions, and I think one of the most important functions the Director of Contracts has, is that of securing fair competition. One of the disadvantages which occurs in decentralising contract work is that it is performed by people who are here to-day and gone to-morrow; for instance, a contract was accepted locally for meat, which we had to accept because it was done. The Commanding Officer had accepted a very advantageous offer from a man, but other people had not had an opportunity of considering the matter as well. The man had gone out of his way to tender, and the General Officer Commanding accepted it. Immediately on that a complaint comes up to the Secretary of State from another man, "If I had had an opportunity of making the same offer I could have done it cheaper." Take an instance of competition with regard to an engine which is required for electric power at Woolwich, for which we have invited tenders. I daresay 20 firms have tendered for that. To give a sort of outline sketch, a particular firm tendered lowest. If you limit yourself to what is asked for in the tender, there would be no question about giving it to that firm, but there were several modifications made in the tender, and the result of those modifications brought the tender of the first lowest firm to a price above the next tender, and when that comes up to me with the strong recommendation of the military authorities that it should be done in that way, I say "No, you can accept the first lowest tender if it is satisfactory, but if you modify, the other people who have tendered should have an opportunity too of tendering on those modifications." That is fair competition. It is one of the things there is never any question about in my department, that is, alleged unfair competition. Look at the evidence given before the House of Commons Committee with regard to the question of remounts. There were continual complaints, one of the reasons being not, I suppose, that the result was not arrived at fairly, and that the General did not do his best, but that he did not treat the tenders on principles of fair competition as we do. That never would be done if contracts were more largely delegated to military officers who have no experience and who are here to-day and gone to-morrow.

2976. (Mr. Mather.) To them alone you mean?—Yes.

2977. (Sir George Clarke.) Are not the complaints which you have instanced somewhat on all fours with that which the competitors of Messrs. Kynoch made?—That was a notable exception—that is so, of course.

2978. (Colonel Miles.) I should like to understand correctly your views in regard to special purchases. You hold strong views, may I say you resent, in conformity with what you consider your duty, the action of the heads of branches purchasing above the amount laid down without reference to you?—I say they have no authority to do it.

2979. It amounts, in your opinion, to insubordination, does it?—I think it is an insubordinate action on the part of an officer who is only authorised by the Secretary of State to buy to the extent of 25*l.*, to go and buy on his own authority to the extent of 2,000*l.*, without communicating with the Secretary of State. I think that is an insubordinate act.

2980. Do you consider your branch a good judge as to the emergency of military requirements?—I do not understand the question quite. Would you mind giving me an illustration?

2981. Take the question of the web slings we were speaking of. You call it a triviality?—I call it a triviality as regards one instance.

2982. Might not that be a very important military requirement affecting the carriage of the wounded, which would not present itself to you?—We were aware that it was desirable to get those slings.

2983. Would it present itself to you in the full force of its military importance?—Quite; we should be in that case perfectly able to judge that those things were immediately required, and deal with it accordingly.

2984. Sir Ralph Knox stated that an officer who did not on an emergency take the responsibility of a special purchase would fail in his duty; you would not agree in that view, I suppose?—I have not the evidence of Sir Ralph Knox before me. I should like to see in connexion with what matter that remark was made.

2985. With regard to harness. I think an Army Service Corps Officer was sent to purchase mule harness, was he not?—Yes.

2986. Who was not acquainted with the subject, I think you said?—He was certainly not an expert in harness.

2987. But he would be probably well acquainted with mules and mule harness, would he not?—He might have been.

2988. Are you aware that Army Service Corps Officers were for some time previous to the war trained in dealing with mule teams and in driving them and using them with certain wagons?—That might be so.

2989. With regard to mule harness, seeing the importance to the Service, might it not have been as well to have secured as much as possible from America and other places, even if it were not of such good quality as ours, and then gradually to have replaced it by the superior harness as time went on?—No, I think not. Of the inferior harness there was an abundant supply at the Cape, and they had the advantage in buying it of seeing what they bought.

2990. At the Cape?—Yes, at the Cape.

2991. (Mr. Beckett.) I understand you occasionally receive recommendations from the requisitioning heads of departments as to the placing of contracts?—Yes.

2992. What is your attitude towards those recommendations; do you endeavour to carry them out as far as you can?—In regard to recommendations which are made by the manufacturing departments they are always respected.

2993. That means they are taken into consideration, does it?—We call for tenders from the firms whom they recommend for supplying, and we do not place a tender with any other firm or even with one of those firms as a general rule for a special kind of stores without consulting the department before the tender is placed.

2994. You always endeavour to work in accordance with the views of the department as far as possible?—Certainly.

2995. That is as regards the manufacturing departments?—Yes.

2996. What do you do as regards other departments?—As regards other departments, the same practice prevails as to all important stores, but it is not the general practice of the Principal Ordnance Officer to state the firms to whom applications should be made for tenders; he could not do it.

2997. I am only assuming the case when he does state the firm?—I have never known him do so; it would be quite a remarkable exception for him to do so, but if he did, we should certainly take it into consideration.

2998. (*Mr. Gibb.*) Are you not rather confusing between his prescribing the people to be asked to tender and his specifying the particular tender which he thinks should be accepted?—The Principal Ordnance Officer is not, as a rule, ever consulted about the question of accepting a tender; that is always sent to the Director-General of Ordnance. He may consult the Principal Ordnance Officer, I do not know.

2999. But if the Supply Department, either the head or any subordinate officer in the department, expressed a view in favour of the acceptance of a particular tender, would you follow out that recommendation?—Yes; if a recommendation from the Principal Ordnance Officer as regards the acceptance of a particular tender came before me which I thought not desirable to accept, before sending it to the Financial Secretary, I should send it to the Principal Ordnance Officer's chief and ask him if he agreed in the recommendation.

3000. You would never override it?—No, I think not.

3001. (*Mr. Beckett.*) Even if the tender which he recommended you to accept was not the lowest tender?—That would not alter the matter at all.

3002. (*Sir Charles Welby.*) It is laid down, is it not, that on the tenders being referred to the requisitioning authority by the Director of Contracts, he would state what tender in his opinion should be accepted?—That is so.

3003. There is that right, according to the constitution of the Office to state what tender should, in his opinion, be accepted?—Yes.

3004. (*Mr. Beckett.*) I suppose, when the matter is referred to the Director-General of Ordnance, you and he have a conference on the subject before referring it to the Financial Secretary, do you not?—We should, if we thought it expedient.

3005. Of course, you would like to settle the matter without going to the Financial Secretary, if you could?—Certainly.

3006. And it is not often you have to go to him?—Not often.

3007. You said a little time ago that the heads of departments might spend 25*l.* hundreds of times over in the course of a year; but I suppose they do not?—There are a very large number of local purchases made.

3008. Have you any idea what the total amount would average in a year?—I could give you a return. I could not mention it from memory—many thousands of pounds. I will prepare it if the Committee would like it.

3009. I gather from a remark you made that, as a rule, at all events at the beginning of his tenure of office, the Financial Secretary relies a good deal on your judgment?—I do not think so.

3010. But you said he was new to the work?—I do not think he relies on my judgment at all; he relies on his own.

3011. Even at first?—Certainly. He might wish to discuss things more with me at first, but he relies absolutely on his own judgment.

3012. (*Sir George Clarke.*) I want to ask you a question about the correspondence which arose with a certain contractor in a certain district. I do not want to name the district or the contractor, but I will hand you the name of the contractor. On the 5th August 1899, a General Officer Commanding reported that it was for consideration whether a certain contractor employed in building certain barracks should not be removed from the War Office list on certain specific grounds. Do you remember that case?—Yes.

3013. On the 8th November 1899, the same General Officer Commanding recommended the non-acceptance of the same contractor for the fortification service, is that so?—I take your date, but I could not possibly state from memory the absolute date upon which any recommendation of that kind was made.

3014. On the 23rd December 1899 the same General Officer Commanding recommended that the same contractor should not be allowed to tender again on

account of remissness in connexion with the Service. Was a tender accepted from this contractor, nevertheless, for the particular work for which it was specifically recommended he should not have without any explanation being offered to the General at the station?—The acceptance of the tender that came in upon that occasion would be with the concurrence of the Inspector-General of Fortifications. Any departure from the recommendation of the General Officer Commanding, if it occurred, would be not for me to communicate to him, but for the Inspector-General of Fortifications if he thought it necessary.

3015. Did the General point out, on the 29th March 1900, that no reply had been received by him, and did he press, on the 25th April, for a reply, and did you write on the 7th June intimating that the contractor to whom the General Officer Commanding objected should be included in the list of firms for tendering, and, at the same time, did the General Officer Commanding apply for a reply again?—I will give the Committee a statement with regard to this particular firm. The firm to whom you refer are a firm of builders who have undertaken very large works for the department. They have saved the department many many thousands of pounds, and, as a general rule, they have done their work exceedingly well. The Inspector-General of Fortifications for some reasons, which certainly appeared to be insufficient to me, wished to take this firm off the list. They resisted, and as the matter had arrived at an acute stage, I thought it better to submit the question fully to the Secretary of State, and it also embraced the question of that particular contract which was referred to by the General Officer Commanding the district. The character of the contractor, the pros and cons in his favour from the different districts where he had performed work, were obtained and laid before the Secretary of State for his consideration. The Secretary of State had absolutely full grasp of the whole question, and he decided that this firm was to be kept on the list. Although, as I said before, he went very fully into the case, he did not consider the objections urged to the employment of this contractor were sufficient to justify him in saying that he should not be employed. Notwithstanding that decision, which, as I have said, was given by the Secretary of State, I have been approached from time to time since with regard to the suspending of the contractor, and I have merely said this, "The Secretary of State says he is to be employed, and I have no power to consent to his non-employment without your going to the Secretary of State again and getting his decision." They were perfectly open to do it, but it has never been done, and the consequence is the contractor is still employed. I should mention that the Secretary of State said, "If there is any further case against this contractor, I will consider it," but no further case has ever been brought before him in connexion with the matter.

3016. Can you say about what date the reference was made to the Secretary of State?—The reference was made to the Secretary of State before the General you refer to raised the question. It was not for me to communicate with the General Officer Commanding. The proper person to communicate with the General Officer Commanding was the Inspector-General of Fortifications, but he has not done it.

3017. To complete the matter, did the General Officer Commanding again, on the 7th June, write a letter, crossing yours of the same date, and making a fourth appeal? In this correspondence, which began on the 5th August 1899, did you, on the 3rd August 1900—almost a year later—write to the General, approving the list of firms he had sent, subject to the inclusion of the firm which the General had been protesting against for more than a year?—No doubt on the instructions of the Secretary of State.

3018. Did the General Officer Commanding again, on the 7th August, complain somewhat bitterly of the way he had been treated, that he had never received any answer to his representations on the subject, informing you that a *prima facie* case of corruption had been made out against the firm, and, lastly, on the 1st October 1900, did the General Officer Commanding suggest that the case should be referred to the Secretary of State for decision, and has it been referred to the Secretary of State since that letter of the 1st October?—I think so.

3019. For the second time?—I think so.

Mr.
A. Major.

23 Jan. 1901.

Mr.
A. Major.
23 Jan. 1901.

3020. Has the General Officer Commanding ever been informed that the Secretary of State has decided that this firm is to be included in the list?—I believe so.

3021. (*Chairman.*) Would it be your business to inform him, or the duty of the Inspector-General of Fortifications?—I think it would be the duty of the Inspector-General of Fortifications to inform him; I communicate the acceptance of a contract. There was a charge of bribery and corruption alleged against somebody, and the moment bribery and corruption is alleged against anybody, it is essentially the duty of the Director of Contracts to go into it. On that point I should communicate direct with the General Officer Commanding, and I did, and it was proved, and brought before the Secretary of State, that there was not a tittle of evidence against anybody in that case either against the contractor or any of the people concerned.

3022. When this case was brought before the Secretary of State—which I understand you to say has been done now twice, first, at an early stage of the proceedings, and, secondly, on the recommendation of the General Officer Commanding—would the Inspector-General of Fortifications be present to represent his view of the case?—I could not say; it would depend entirely on whether the Secretary of State considered it necessary to send for him.

3023. Then it is possible the case might be represented to the Secretary of State without the Inspector-General of Fortifications, an officer who is responsible for the efficient building of the works, being present?—But his views would be on the papers, and I cannot admit that the Inspector-General of Fortifications is responsible. My point is that the person responsible for all these things is the Secretary of State, absolutely.

NINTH DAY'S MEETING.

At the War Office.

29 Jan. 1901.

Tuesday, 29th January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, O.B., M.V.O.
Sir CHARLES WELBY, Bart., O.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Draft regulations for the Contract Branch were framed and considered.

TENTH DAY'S MEETING.

At the War Office.

30 Jan. 1901.

Wednesday, 30th January 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Draft regulations for the Contract Branch were further considered.

ELEVENTH DAY'S MEETING.

At the War Office.

Thursday, 31st January 1901.

31 Jan. 1901.

PRESENT :

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.O.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Papers dealing with the existing system of War Office Audit and Financial Control were read and discussed.

TWELFTH DAY'S MEETING.

EIGHTH DAY'S EVIDENCE.

At the War Office.

Monday, 4th February 1901.

PRESENT :

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.O.M.G.
Mr. G. S. GIBB.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Mr. ROBERT CHALMERS, C.B., called and examined.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

3024. (*Chairman*.) I believe you are a Principal Clerk at the Treasury, are you not?—Yes.

3025. It is through you that the greater part of the correspondence between the Treasury and the War Office passes?—The whole of it, with the exception of that as to Civil pensions.

3026. Would you kindly turn to Mr. Marzials' memorandum? Do you consider the memorandum is a generally accurate account of the relations between the two departments?—That is so.

3027. You might call the attention of the Committee to any minor corrections you have to make in it, but, I think, in the meantime, I will ask you to go through certain points in the memorandum. I would direct your attention, first, to paragraph 5. "Speaking generally, the Secretary of State has power to transfer money from one item to another in the same sub-head of each Vote, provided the sub-head itself is not exceeded. But, speaking generally again, deliberate transfers between different sub-heads of the same Vote, and still more between Vote and Vote require Treasury sanction. In practice, the formal previous sanction of the Treasury for a transfer between two sub-heads of the same Vote is not asked for, unless some change of policy is involved; for instance, a rise in the price of food or forage would be met, as a matter of course, by a saving on fuel or rents if there happened to be any saving available on those items. But formal application is always

"made towards the close of the financial year for authority to meet any probable deficits on particular Votes by probable savings on other Votes." As regards transfers between Vote and Vote, therefore, I understand that the Treasury's sanction is always necessary?—Yes, under section 4 of the Annual Appropriation Act, and the Treasury sanction, I should like to point out, is a temporary sanction only; the permanent sanction for a transfer between one Vote and another is a power which Parliament reserves to itself, and confers on us a temporary power only, where the Treasury is satisfied that postponement of the unforeseen and urgent expenditure would be detrimental to the Public Service.

3028. Therefore it comes to this, that Parliament has delegated to the Treasury the powers of provisional sanction?—That is so; provisional sanction,—and with the power, of course, goes the responsibility for acceding to a re-arrangement of moneys voted by Parliament.

3029. That is to say, you exercise the power of provisional sanction, subject to a reference to Parliament?—Yes, it is only provisional sanction, and Parliament eventually, if it sees fit, does give a permanent sanction by Statute to what we have provisionally sanctioned.

3030. (*Mr. Gibb*.) What is the Act?—The Appropriation Act of each year.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

3031. (*Chairman.*) Does Parliament, as a rule, confirm the provisional sanction which you have given?—I am not aware of any instance where it has ever refused to confirm what we have sanctioned. I am aware of one case—an Admiralty case—where we refused to give a sanction for a transfer between Vote and Vote, because we thought the expense must have been foreseen, and the Admiralty should have come to us in the first instance. We thought there was a great financial irregularity, and we therefore refused, when they asked us to sanction a transfer between Votes, to do so. The matter came before Parliament, which took very considerable notice of the matter, and laid down the doctrine that previous sanction was to be obtained, and eventually Parliament said: "Perhaps the Treasury will now exercise its provisional power." We did so, our purpose having been attained of drawing the attention of Parliament to what we considered an irregularity on the part of the spending department.

3032. (*Sir Charles Welby.*) How long ago was that case?—It was about 1886. I think it had to do with the Victualling Vote of the Admiralty.

3033. (*Chairman.*) Then, in consequence of that incident, did Parliament lay down more distinctly than ever that the Treasury was to exercise its power of provisional sanction?—Parliament did, if I may take the Public Accounts Committee as the mouth-piece of Parliament in the matter.

3034. Supposing, *as hypothesi*, that this action of the Treasury in giving provisional sanction were eliminated, would the consequence be that more questions on Supply would ensue on War Office Votes, and that there would be more questions between the War Office and the Public Accounts Committee?—That is a question on which, at the end of last week, I consulted all those officers of the Treasury who would be more particularly prepared to give an opinion, and it was their very definite anticipation that the troubles of the War Office, both in Supply, and before the Public Accounts Committee, would be very much increased if the Treasury power were conferred on the Secretary of State. It is a question of anticipation and of considering what Parliament would do, but our anticipation is that Parliament would be very jealous of any departure from the programme on the strength of which it has voted money, and our anticipation is that Parliament would probably, through individual Members, give a very considerable amount of extra trouble. They repose a very considerable amount of confidence in the Treasury, and in the absence of what is called Treasury control in the matter, I believe the difficulties of the department would be very considerably increased. That is the Treasury opinion, but it is only an opinion.

3035. Assuming, in your case, this provisional power of the Treasury were eliminated, the Treasury might be relieved of a considerable amount of work, and the War Office from none?—It is a duty which is imposed on it at present.

3036. Is it correct to say that if the Treasury were not vested with this provisional power, delay might occur?—Are you speaking as between Votes, or as between subheads?

3037. I am now speaking as between Vote and Vote?—As between Vote and Vote, I cannot conceive that delay would arise or that delay does arise. A Vote is an agglomeration of subheads; excess arises, not on a Vote as a whole, but on different heads, and before there can be an excess on a Vote there must have been a number of decisions on facts relating to subheads, and it would be in connexion rather with a subhead than a Vote that delay would arise.

3038. Let us pass to subheads now. I understand that in regard to subheads, where no change of policy is involved, for instance, where there is a transfer of money owing to the savings on cheaper forage going to pay for dearer fuel, the War Office would make the transfer as a matter of course, getting a sort of formal indemnity or authority at the close of the year?—That is the practice, and it is a practice which does not extend to the Admiralty. I may, perhaps, state to the Committee that the same division of the Treasury deals with both War Office and Admiralty, and we try to look at both departments together. The Admiralty comes to the Treasury very much more frequently on a subhead. Before incurring excess on a subhead the Admiralty will come and say, "These are the reasons; will you agree to our having an excess on a subhead?" As

Mr. Marzials states in his memorandum, the War Office never does so, but the Admiralty very frequently does.

3039. But the War Office would do so where the transfer involved a change of policy, would it not?—It certainly should do so in such cases, as indeed for all foreseen excesses, though I am bound to say I do not remember an instance at the moment—I do not remember such changes of policy. I am not speaking, of course, of war time, but of general normal times, and my experience in my present position does not go very far back before the war as to those matters.

3040. Practically speaking, the Treasury control as regards transfer from subhead to subhead does not exist in the case of the War Office?—In practice it has not existed for some time.

3041. Has it been allowed to lapse?—It has gradually been allowed to lapse.

3042. In your opinion, is there any advantage in its having been allowed to lapse, or would there be any advantage in making it stricter?—From the point of view of the Treasury the essential thing would be that the Accountant-General, who is, I may say, the responsible trustee for the War Office moneys, should be in a position to know before excess expenditure is incurred—he should be able always to see his account and how it stands, and never be involved in an excess without his knowing it. In order that he may be in that position there is a certain measure of strength—I think in practice a very considerable measure of strength—in his being required to come previously to the Treasury and to state the facts. The value of the reference to the Treasury beforehand, which is the regulation in the matter, and the strength of coming to the Treasury lies in this, that it would make the Accountant-General keep a close watch on subheads, and it is out of excesses on subheads that those excesses on Votes arise, on which Parliament requires the War Office to seek the provisional approval of the Treasury.

3043. Without referring to the Treasury, would not the Accountant-General of the War Office be cognizant of any transfer from subhead to subhead?—Of course it would arise as an excess on an individual subhead. What his position is and the control that he actually does exercise in the War Office is a matter on which I cannot speak; but it is certainly most desirable, in the interests of financial regularity, that the Accountant-General should always see how exactly his Vote stands and how the various subheads stand, so that he may not find himself involved in an excess even on a subhead. He ought to have a certain measure of strength given to him as against those officers who are spending officers by saying, "Here is the position, we are over-spending our subhead, and it is my duty before any further expenditure is incurred to go to the Treasury."

3044. My point is, could not the Secretary of State for War support his Accountant-General sufficiently to enable him to have prompt information from the spending officers? He has sufficient authority without having to rely on the support of the Treasury, has he not?—Excesses arise, as I say, on and in subheads, and those things in which the Treasury is most interested are excesses which arise from diverting deliberately the money Parliament has given for one purpose to another purpose: in that matter, as to foreseen expenditure, for which Parliament has made no provision, I think it proper there should be a reference to an outside body.

3045. But in such a case as a transfer, supposing some circumstance which cannot be foreseen, such as forage being unusually cheap in one year and fuel being unusually dear, is there anything unnatural that the money saved in forage should be applied to making up the price of such an article as fuel?—No, not at all. The Treasury would have no desire in such a case as that to require sanction beforehand; but in those bigger cases which are foreseen, if there happens to be a saving, and the question is: Shall we use this money for a purpose for which Parliament has not given the money?—I think it is the bounden duty of the War Office to come to that department which represents Parliament in the matter.

3046. But, as a matter of fact, that is not the practice at present, is it?—That is not the practice at present of the War Office, though it is to a much greater extent the practice of the Admiralty.

3047. (*Mr. Beckett.*) Even in the case of the Admiralty, where the excess is met by a deficit, is it the practice to

consult the Treasury?—In all important cases they always do so beforehand.

3048. (*Chairman.*) The Committee have a schedule of letters sent to the Treasury in 1898 and 1899, and I see that in 1898 there were 114 letters on the subject of Estimates, and in 1899, 122. Would those letters deal with the compilation of the Estimates and the transfers from Votes to Votes?—This, of course, is a return which has been made up for the Committee at the War Office, and I am not quite clear what is included in "estimates."

3049. It includes Supplementary Estimates also?—It seems to be a very wide heading. The number of papers that would come under the subject of Estimates would, roughly speaking, be a score, including supplementaries. There might be 30 with Estimates proper in the year, the rest would be as to questions on personnel and staff.

3050. Will you please pass to paragraph 7 of Mr. Marzials' memorandum. With regard to the Dispensing Warrant, would it not be possible, without involving any prejudice to public interests, to give the Secretary of State for War a certain sum, in order to meet these exceptional cases, as long as the expenditure he authorised was not permanent, and did not involve any alteration in permanent rules?—Do I understand you to mean a lump sum for the purpose of a Dispensing Warrant?

3051. Yes, a sum per annum?—Every case you deal with under a dispensing warrant is recurrent in this way, that it forms a precedent. It is very difficult indeed to deal with a case exclusively by itself.

3052. I mean to distinguish between such an expenditure as a gratuity, which does not occur in the way that a pension does, and a pension?—But the Dispensing Warrant states that rates may be given to persons other than the rates and persons specified in the ordinary pay warrant. I think you would find there would be a very considerable loophole in the pay warrant if you gave the Secretary of State power to dispense with the provisions of the pay warrant without coming to us.

3053. If the Secretary of State had a limited amount, could he not, in small and urgent cases, act on his own authority and so minimise correspondence?—I am not aware there is any particular difficulty in coming to the Treasury there. The principle which is involved is, that the Secretary of State cannot say, "I shall be very pleased to do this myself, but I am afraid I should have to go to the Treasury for consent." The Secretary of State's position would be a much weaker one if it was known he had a dispensing power to grant exceptions in individual cases; every individual case thinks it is exceptional and worthy of exceptional treatment. I should have thought the Secretary of State would not wish to have a general power in that respect.

3054. But it would be a general power within limits?—I do not know what limits you could lay down. A dispensing warrant has reference to giving pay to people, departing from the ordinary rates laid down in the pay warrant. I have not considered the question of limits; but being faced with the question, I do not see quite what limits it would be possible to lay down.

3055. The limit would have to be a money limit, I think, agreed upon between the Secretary of State and the Treasury of so much per annum?—A money limit in other matters—such as contingent expenses—is a thing which the Treasury would be prepared to yield, but in the case of the Dispensing Warrant my own idea would be that the War Office would not care to have such a power. As regards money for other purposes than those of pay and allowances, I could imagine it would be salutary if fuller powers were given to the War Office.

3056. Is there much correspondence between the Treasury and the War Office with regard to special cases under the Dispensing Warrant? I see in this return of correspondence under the heading of "Pay," there are 110 letters given for 1898 and 136 letters given for 1899. Would most of those deal with cases under the Dispensing Warrant?—This is not my own return, and I cannot exactly say what is in it; but roughly speaking at a guess, I should say not more than half would be on the Dispensing Warrant.

3057. (*Sir Charles Welby.*) Do you think cases under the Dispensing Warrant have increased during the last few years?—They have increased very considerably in connexion with the war, but otherwise I should say they have not. The War Office is very careful not to come, and perhaps that care would not be strengthened by departing from the existing provision.

3058. My impression was that the power was rarely exercised by the Secretary of State?—I think the War Office do not come unless they can help it. It is important to get a document which people can understand.

3059. (*Chairman.*) Will you please pass to paragraph No. 10 of Mr. Marzials' Memorandum: "All new Civil situations, whether included in the Army Estimates under Establishment, New Works, or otherwise, are to be submitted to the Treasury if they carry with them rights to pension under the Superannuation Act." That is so, I suppose, because the Treasury is charged by Parliament with administering the Superannuation Act?—That is so, and there is a reason, perhaps, why that should be so, even if we did not administer the Superannuation Act; and that reason, I think, is this, that, if the Treasury fulfils its functions properly, it is a body which is cognizant with all departments and ought to be able to say, roughly speaking, this is a right or a wrong classification; we ought to be in a position to consider establishments with a larger and fuller knowledge than any individual department.

3060. But as a matter of fact, the Treasury does administer the Superannuation Act for all the departments, does it not?—Yes.

3061. I see that in 1898 and 1899, from a glance at this return of letters, roughly speaking, about one-third of the letters to the Treasury dealt with superannuation. These, I suppose, were not much more than formal applications to you to vote pensions?—Yes, but they are dealt with in anything but a formal spirit by the Treasury. It happens to be not my branch of the work, but I know the exercise of the Treasury powers, and they are very strict.

3062. They do not give rise to much correspondence, apparently, from this return. The note to it states:—"These letters not being analysed are mostly formal applications provided by Act of Parliament, and it would be assumed they were all sanctioned?"—I should doubt if that assumption is true; but, as a rule, the case of an ordinary Civil Servant is a simple case in 99 cases out of 100, but the odd 1 per cent. is frequently very difficult.

3063. The point I want to get at as regards the correspondence between the Treasury and the War Office is this: about a third of the correspondence seems to deal with cases under the Superannuation Act, and there would be no possibility of minimising that correspondence, would there?—No, under statute the Treasury must award the pension.

3064. You will see under paragraph No. 10 the words, "Appointments of hired men at market rates, or on scales of pay or wages fixed by regulations approved by the Treasury, do not require Treasury approval unless they will cause an excess on the sum taken in the Estimates." In the same way as the Treasury generally administers the Superannuation Act, I suppose the Treasury lays down the general regulations for payment of wages in order to secure uniformity throughout the Public Service?—That is so, as far as possible. These things ramify from department to department very considerably. It is very important there should be uniformity, as far as possible, in the regulations which govern the remuneration of men performing analogous functions for the State in different departments.

3065. (*Mr. Gibb.*) Do you mean applicable to all districts?—It varies with districts, but given similar conditions, the same rate should, as far as possible, apply.

3066. (*Chairman.*) Will you please turn now to the next paragraph, No. 11, "No new work, that is Fortification or Army building of any magnitude provided for in Army Estimates is to be commenced without the previous sanction of Parliament; but if the work be urgent, the Treasury have power to sanction commencement without waiting for the Vote of the year." I take it that that means that, if the Vote for Works cannot come on, owing to the

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

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4 Feb. 1901.

pressure of other business in Parliament, for two or three months, the Treasury have power to give provisional sanction to the undertaking of a work after the 31st March so as not to involve delay?—We do it; I do not know that we have, or need, any specific power in such cases, but we undoubtedly do take the responsibility, and would continue to take that responsibility gladly when we are convinced that it would be detrimental to the Public Service to wait.

3067. Is there any reason why the Secretary of State for War should not undertake the responsibility himself?—I think there is a distinct reason. Where Parliament has not expressed an opinion, either by granting or appropriating the money, I think it is very dangerous for the spending department itself to venture to assume Parliamentary sanction. I anticipate that very considerable difficulty would arise with Parliament if it were thought that a department assumed Parliamentary sanction and regarded Parliament as a mere registering machine. I think, to prevent any possibility of such ideas becoming prevalent in Parliament, it is most desirable that the anticipation of Parliamentary sanction should be extremely limited in extent, and that the responsibility should be shared by an independent department—shared by that department, moreover, on the strength of formal statements of the reasons which require the spending department to anticipate Parliamentary sanction.

3068. But the Treasury would exercise this power not only as regards the War Office, but as regards other departments, I suppose?—Yes, every department. It is very desirable that every department should come to the Treasury before venturing to anticipate the sanction of Parliament to a new work or a new service.

3069. That is, in your opinion, the Treasury has grown up to be practically a sort of outpost of Parliament, and if the Treasury sanctions any proposal there is a great probability that Parliament will accept it?—Yes, so long as the Treasury does not take on itself functions which Parliament would consider should reside in it, and be retained for it. If the Treasury were, at the mere bidding of spending departments, to assume Parliamentary sanction, I can readily conceive that the functions of the Treasury would be very considerably reduced.

3070. (Mr. Beckett.) Reduced by Parliament?—Reduced by Parliament.

3071. (Chairman.) But if the work is urgent, the Treasury have power to sanction its commencement, have they?—We do so, and should always continue to do so if we were satisfied it would be detrimental to the Public Service not to begin.

3072. The Treasury is the judge of what is urgent, is it?—We see if there is a *prima facie* case of real urgency.

3073. Supposing the War Office declares on military grounds that such and such a fortification is urgently wanted, do those military grounds have to carry conviction to the Treasury before it gives its sanction?—Yes. In most of these cases, it is true, they may have reference to expert matters, but soldiers are capable of making business-like statements, and it is those business-like statements which the Treasury requires, and on such *prima facie* evidence as would satisfy a reasonable man, the Treasury takes on itself the responsibility of anticipating Parliament; but it is very chary of so doing.

3074. With regard to funds for works and building services in the Army Estimates, they are divided into three separate parts. With regard to works and building services under Part 1, each work, I understand, is treated as a separate item?—That is so.

3075. It is treated as a separate item for insertion in the Estimates, and once inserted in the Estimates, the War Office can proceed to carry them out without further reference to the Treasury, can they not?—Within the amount sanctioned by Parliament, and subject to certain percentages which have been recently given to the War Office, so as to save them coming too frequently to us with little casual difficulties.

3076. But for the simplification of the Estimates, could not all the works under Part 1 in any particular district be thrown together; instead of having conceivably ten different items of 1,000*l.* each, could not 10,000*l.* be voted together for ten works in one district?

—I think, if it were thought desirable by the War Office or this Committee, the Treasury would be prepared to do that. You are speaking, I presume, as regards the provision for the year?

3077. Yes?—As regards the provision for the year, the Treasury would be quite prepared to lump together the provision for the year for cognate works in a district, as you say.

3078. In the district or unit?—Yes, in a given district. That would mean, I may add, if it were carried out, a considerable amount of saving in correspondence. Take the case of there being 10 works, and the War Office, with its anticipations in November or December, thinks it will spend 1,000*l.* on each of those works in the coming year. As a matter of fact, it is impossible for anyone to spend just 1,000*l.* on any 10 given works, and without the slightest irregularity the War Office may find it has spent 500*l.* each on five of them, and 1,500*l.* each on the other five. That is a matter in which there has been no excess over the amount voted by Parliament, but it has been a pressing on of the programme in one quarter and being behind in other quarters. I think it is quite a proper thing the provision should be the 10,000*l.* for the whole of those 10 works instead of being 1,000*l.* for each of the 10. In such a case there would be a saving of five letters to the Treasury.

3079. That would lead to a reduction in correspondence then?—Yes.

3080. (Mr. Gibb.) Are you now speaking of individual works within subheads?—Yes.

3081. (Sir Charles Welby.) Do these changes you suggest affect Part 2 as well as Part 1?—Part 1 only; Part 2 is done already. There has been much stricter control kept over works both by Parliament and by the Treasury, than over any other thing in the Service.

3082. (Chairman.) I see in this return of correspondence there are more letters both in 1898 and 1899 under works than there are under any other heading except the Superannuation Branch?—Yes.

3083. As regards Part 2 and Part 3, "New works and alterations, estimated at less than 1,000*l.*," and "Ordinary repairs and maintenance, estimated at less than 1,000*l.*," the Treasury treat as distinct items the totals of Part 2 and Part 3 for all home stations and all foreign stations respectively. Will you explain to the Committee exactly what is meant by that?—It means in practice that the War Office need not come to us if they do not exceed the total either under Part 2 or Part 3 for a given group of stations.

3084. (Sir Charles Welby.) The War Office might give up building a hospital, for which they had obtained sanction as to funds, and build a store with the same money?—Yes, if it was under 500*l.*, which would mean a very small hospital, of course. I do not think in Parts 2 and 3 the War Office would wish for greater freedom than they now possess.

3085. (Chairman.) That is to say, you enter in the Estimates the totals of Part 2 and Part 3 work for a particular station?—That is so.

3086. And if they keep within the total, the War Office does not come to the Treasury?—That is so.

3087. But if they exceed that total they have to come to the Treasury, even though they have effected a saving in another station?—That is so; of course, each station stands alone.

3088. To go on with paragraph 11. We now come to excesses under 1, 2, and 3. Excesses in these cases are always reported to the Treasury, but I understand the Treasury does not take any action. If an excess is incurred, the Treasury cannot order it not to be paid, can it?—The Treasury may be consulted before the excess has arisen, or after the excess has arisen. If it is consulted beforehand, it can say, theoretically, "You shall not go on with the work;" if it is consulted afterwards, it can say simply this, "We do not sanction the charge against the Vote"—that is to say, the Treasury can say to a department, theoretically again, "You shall not include this amount in the 'Appropriation Account.'" In practice, that power is never exercised, but what the Treasury does do, is to say that they have observed that the total which was originally 1,000*l.*, grew the next year to 2,000*l.*, the year afterwards to 4,000*l.*, and it is now 6,000*l.* It points that out in its letter sanctioning the charge, and Parliament very generally, and very frequently, refers

to that, and puts a department, when it comes before the Public Accounts Committee, on its defence, to explain why its Estimates were so wild.

3089. I understand, then, this practice of reporting to the Treasury amounts to a method of securing publicity of these excesses?—That is practically what it is—publicity for Parliament.

3090. The correspondence between the War Office and the Treasury on the report of an excess being printed with the appropriation report, and laid before Parliament?—That is so.

3091. And if publicity was not secured in this way, I suppose it would be secured in some other way; the Committee of Public Accounts or the Auditor-General, I suppose, would disinter the excess, and comment upon it?—They might. Our power, in practice, is very limited indeed, except drawing attention to the fact that estimates were made, and had not been carried out. If it was an extremely bad case, we should refuse to sanction it.

3092. What would be the consequence of the Treasury refusing to sanction?—The Accountant-General, if he had paid over the money, would be personally responsible for providing the money which had been paid over in excess of the Parliamentary provision.

3093. Has such a case arisen within your knowledge?—Not in connection with works.

3094. Then the report of the Treasury practically draws publicity to the excesses, and is a means of warning people to make careful estimates?—That is so, in all those cases which in practice do arise.

3095. Then paragraph 11 of the Memorandum goes on, "Any works of an urgent nature required during the year, and not provided for in Army Estimates, the estimated cost of which exceeds 1,000*l.*, requires the previous sanction of the Treasury. When funds are not available on Parts 2 and 3, services of an urgent nature, estimated at a cost less than 500*l.*, may be undertaken without previous Treasury sanction, a quarterly statement being submitted to the Treasury of such services; while for services over 500*l.*, special Treasury sanction must be obtained. Treasury sanction is given in such cases on the understanding that the excesses will be met by savings on the Vote generally." Is Treasury sanction always given on that understanding?—Oh, yes; the Treasury can only sanction a new service if there is old money for it; we have no power to vote money; we can only deal with money already voted, and we have to be satisfied always that there is money.

3096. Is there much correspondence about works of this nature?—Yes, a very considerable amount as to bigger works, not these little ones. As to these little works under 500*l.*, there is very little correspondence except the quarterly schedule.

3097. Is that practically all the correspondence?—Yes, it simply states the fact.

3098. Following on with paragraph 11, we come to a list of cases in which Treasury sanction is necessary. (A.) For the purchase, sale or exchange of land or premises, when the estimated value exceeds 1,000*l.* (B.) For interest payable on purchase money for land or premises, if there is anything unusual in the claim either as to amount, rate, period, or in any other way. (C.) For services executed jointly with Colonies (e.g., Malta drainage). (D.) For contributions towards cost of works, &c., made to public bodies or private individuals. (E.) For the insertion in Army Estimates of a service estimated to cost over 30,000*l.* What is the reason of the necessity of Treasury sanction in those cases?—All the instances of Treasury control with which the Committee is familiar through this Memorandum have arisen in the distant past, and in nearly every case they are the requirements of the House of Commons. The House of Commons laid down this rule as to the purchase, sale, or exchange of land or premises, and the Treasury obeys the wishes of the House of Commons in the matter.

3099. (Mr. Gibb.) This, I understand, is prior to the matter being submitted to the House of Commons?—That is so.

3100. (Sir Charles Welby.) And all through, when you refer to the House of Commons, you really refer to the Public Accounts Committee as representing the House of Commons?—I do. In earlier times there was no Public Accounts Committee, but there were

special committees which did express the public opinion of the House.

3101. These points do not come within the cognizance of the House of Commons as a whole, do they?—No, they do not.

3102. (Chairman.) But the House of Commons from time to time in the past have laid down that the Treasury sanction is necessary in these cases?—That is so.

3103. (Mr. Gibb.) That seems to exclude the power of the House of Commons altogether?—The House of Commons has no power to add anything to an estimate.

3104. But if Treasury sanction is necessary prior to submitting a proposal for the purchase of land to the House of Commons, and the Treasury refuses, the proposal never could come before the House?—That is so.

3105. So that the Treasury controls the House?—The House can only reduce provision; it can never add provision. That, of course, is a fundamental principle of our financial system. The House of Commons can only refuse to vote what it is asked to vote.

3106. (Sir Charles Welby.) It cannot initiate expenditure?—No; if it wants to add anything for a Service, it can only proceed as a matter of form by proposing to knock something off.

3107. (Chairman.) As a matter of fact, do you think there is any particular value in the Treasury sanction being necessary for the purchase, sale, or exchange of land?—I think the total might be increased; and my only reason for suggesting that there should be a total and a maximum is this, that I think in big matters of this sort, which commit Parliament, it is as well that there should be on record an authoritative statement of the views of the department in the name and on the responsibility of the head of the department. I think it is a question of degree as to where you would draw the line.

3108. The Treasury would have no particular knowledge as to whether such and such a thing was advantageous or not?—No, we should say, "Have you been advised by a competent valuer in the matter?" and ask why the land was wanted. Those are questions which the War Office would anticipate in its letter and are the questions which would arise in the mind of any person, and it is no peculiar hardship on the department to record them.

3109. (Sir George Clarke.) Is it not rather a reflection on the Secretary of State for War to assume such an inquiry has not been made?—I say it is assumed those inquiries have been made; but you will remember it has been imposed upon us as a Parliamentary condition, and you will remember that I have said I think the limit might be increased.

3110. (Chairman.) If the limit were increased, would it avoid delay in correspondence?—I do not think there is any delay in these matters. If there is anything very urgent, in practice, the Accountant-General or one or other of the officers of the War Office comes to the Treasury. It takes perhaps twenty minutes in all.

3111. Still, *pro tanto* there is that delay?—There are very few cases, I think, where a delay of twenty minutes is fatal to the interests of the War Office.

3112. (Mr. Gibb.) What puzzles me is why the Treasury sanction should be necessary for the purchase of land, and not necessary for other expenditures of money of probably much greater amount?—I have tried to explain that the reason is partly historical, and perhaps the reasons which justified the conclusion in the past do not wholly apply to-day.

3113. (Chairman.) That is to say, a duty has been put upon the Treasury as the result of something which happened in the past, but present circumstances do not appear to make it imperative that this sanction should be demanded in every case?—Not in every case, and within the existing limits.

3114. But as a matter of fact has not the War Office ever agitated, or asked that the limit should be increased, and their hands should be, so to say, united?—I believe the War Office has not asked for any power in this matter which it does not at present possess.

3115. (Chairman.) As regards the interest payable on purchase money and the Treasury sanction, has it grown out of some historic incident, or is there any present reason for it?—If there is anything unusual

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

in a claim as to amount, rate, period, or in any other way, the idea of that (and I cannot inform the Committee as to the exact origin) is that, if the department is doing anything exceptional, it should state its reasons.

3116. (*Mr. Gibb.*) I suppose that means a rate unusually high, not unusually low?—That may be assumed, I think. That is a question, the Committee will observe, of degree; to a very great extent, it depends on what is regarded as unusual. If there was an extreme case of a man insisting on 10 per cent., or something of the kind, the War Office would not like to pay 10 per cent. without explaining their reasons, and getting us to share their responsibility—it means coming to the Treasury to share the responsibility of the War Office. In practice, there are no such cases with which I am familiar.

3117. B. practically follows A., does it not—that the rate of interest payable is generally part of the purchase bargain?—It follows as B. follows A., but I do not think there is any other connection between them.

3118. The interest dealt with here is interest on the purchase money, probably between the contract date of completion and the actual date of completion?—Yes.

3119. So that the rate of interest would be part of the bargain, would it not?—If the money were not paid over at once, it would be to that extent.

3120. (*Chairman.*) As regards C., the words are, "For services executed jointly with Colonies." I suppose the Treasury sanction there is necessary, in order that there may be one central department to bring the other departments into harmony?—Yes. That Malta drainage is a very difficult case; it practically means that we ask the Colonial Office to join with one of our representatives to consider what is best, and what is the best bargain to be made. I think it is very desirable there should be communication between the departments in a case like that. It is not a case of Treasury control, but a desire to make a business-like arrangement, and enter into relations with the other people who share the business. I should not call that Treasury control.

3121. You mean they enter into them through the Treasury merely?—They enter into them through the Treasury.

3122. D. is "For contributions towards cost of works, &c. made to public bodies or private individuals." I suppose there is not much reference or correspondence arising under that head?—Very little; it is one of those cases which come under the general sort of rule, that in dealing with anybody, or under circumstances which might suggest suspicion, then the War Office likes to come, in its own interest, to explain the matter and be above board, and the Treasury shares its responsibility on the *prima facie* case the War Office is able to put forward.

3123. Any contribution towards the cost of the work made to public bodies or private individuals practically means a deviation of trust funds from the purposes for which they were intended to something else?—Yes, there is always a considerable suspicion of public departments, and it is as well that everything should be above board in the matter.

3124. Then as to E.: "For the insertion in Army Estimates of a service estimated to cost over 30,000*l.*" Is that Treasury sanction necessary before the service is inserted in the Estimates; and after it has been inserted in the Estimates, does the Treasury then again approve the Estimates?—That is so; both of those statements are true. But take the case of a large work which has been put into the Estimates, which will reach the Treasury very shortly; if that work were included in the Estimate, and the Treasury had never seen it previously, the Treasury sanction of the Estimate would not cover the individual work, for this very good reason: that an estimate reaches the Treasury very shortly before it is presented to Parliament.

3125. It practically means, does it, if the detail is a large one, the Treasury want to have time to look at it and scrutinise it before insertion in the Estimate?—Certainly; a thing like this, costing 30,000*l.*, is a thing for deliberate consideration.

3126. (*Sir Charles Welby.*) And these Votes in the lump do not reach you, do they, practically until a few hours before presentation to Parliament?—That is so.

3127. (*Chairman.*) To go on to No. 12. There is another list as to which the Treasury sanction is required: "The discharge of a loss, deficiency, or over-issue of cash or stores of any kind: General Officers Commanding have lately been given powers under this head up to 1*l.* for cash and 10*l.* for stores, provided there is no proof or presumption of theft or fraud. The Secretary of State for War deals with losses of stores (except in cases of theft or fraud) up to 100*l.*" I understand the General Officer, as regards cash, has a power of writing off, but the Secretary of State for War has no power for writing off anything?—That is so. The Treasury has no objection, if moved by the War Office, to extend the powers which the War Office has to-day. Recently, in connection with Separation Allowances, paymasters in connection with the war have had a great deal of difficulty, and frequently make mistakes. The Treasury, of course, recognises this, and has given the power to the War Office—on the suggestion of the Treasury, and not of the War Office—to write off losses up to (now) 10*l.*

3128. That suggestion came from the Treasury, and not from the War Office?—That is so. If it would interest the Committee, I will explain it. There are lots of these instances. A paymaster is very hard worked. The papers do not reach him in proper form; the paymaster makes a mistake; the War Office say: "We cannot explain each of these things separately to you; we quite agree we did not agree to take on ourselves the responsibility of writing off 2*l.* 13*s.* 4*d.* without explanation in one case, and 9*l.* 2*s.* 5*d.* in another case." We say: "We quite understand the principle which will guide you; we will give you power, and you need not explain to us." We gave the War Office practically what they wanted, but continued the responsibility with them.

3129. (*Sir George Clarke.*) That would be a multiplied 10*l.*, would it not?—10*l.* in any one case.

3130. Then the total written off would be very considerable up to the present time?—I should say it would run to four figures, though I may add, having seen the figures in the past, I am astonished at the comparatively small number of cases where the paymaster has made a blunder.

3131. (*Chairman.*) Without binding yourself to any precise figure, in your opinion there would be no difficulty in empowering General Officers to write off in cash, say, up to 5*l.*?—Certainly not, if the War Office asked us, of course, we could say to the War Office: "In all these cases you will lay down some kind of direction which will apply to all the General Officers, otherwise you may have a different practice in different places"; and sometimes the devolution from the War Office to the General Officers is a very expensive thing. There was a thing which used to cost about 300*l.* a year when the War Office did it, and it costs very considerably more now that it is in the hands of General Officers.

3132. (*Mr. Gibb.*) Does that mean the free travelling to their destinations?—No, letting people off who have enlisted—it not only costs men, but it costs money. As regards the chairman's question, we should say yes to any proposal of a sensible nature such as would make conditions uniform throughout.

3133. (*Chairman.*) Now, as to B. "The granting of an increased price to a contractor under a formal contract;" why should that go to the Treasury? There is a Director of Contracts at the War Office acting under the Financial Secretary, who is a Parliamentary officer. Is there any reason why the Financial Secretary should not be invested with that power?—Regard being had to the suspicion which does as a matter of fact attach to public departments in connection with contracts, I think the War Office would be extremely ill-advised if it was to wish to take to itself, and exercise by its Director of Contracts, the power of granting any variation from a bargain; the War Office ought to be very glad, in its own interests, to come to a department with a good case, and to get an outside impartial department to assume the responsibility.

3134. But that would not be the Director of Contracts, would it?—I think the War Office as a whole should be very indisposed to depart from the specific terms of a formal contract, in view of the suspicion which may extend to any action it might take or have power to take.

3135. What you mean by reference to another department, like the Treasury, and the Treasury coming

in and accepting the responsibility, is that there would be likely to be less suspicion and fewer explanations asked in Parliament?—Yes, and it would be above board.

3136. (*Mr Gibb.*) Do you include in that answer cases where the increase of price is accompanied by an alteration of quality or any other alteration in the article purchased?—I mean any departure from the terms of the black and white bargain.

3137. I could understand it if it were an increase of price without consideration. For example, suppose the contractor had made a mistake in his tender?—Then there should be a new contract in such a case.

3138. But an increase in price which is due to alteration after a contract is placed by a department requiring the store seems on rather a different footing to a mere increase in price, does it not?

(*The Secretary.*) I think that is a case where the department has power to increase the price.

(*Mr. Gibb.*) It says "any increase of price under a formal contract." If it is in cases which are unaccompanied by any other alteration than increase of price, I can understand it.

(*Witness.*) Those are the only ones we should know of at the Treasury, and as regards those, in the interests of the War Office, I should deprecate any departure from the present practice.

3139. Practically, your answer is confined to a mere increase of price unaccompanied by any other alteration, is it not?—Yes.

3140. (*Sir Charles Welby.*) Do not you think the interrelation of the military supply department at the War Office with the Financial Department in regard to contracts is sufficient to secure that above-board feeling which you mentioned?—I have not the slightest doubt, in practice, that it would be all right, but I say, in the interests of the War Office, which is looked at by the people outside as a whole, that the War Office would be ill-advised not to wish to come to the Treasury.

3141. (*Chairman.*) That is to say, the more people you can get to share in the responsibility, the better?—I do not put it in that way quite. There is a unity about it, and a responsibility.

3142. (*Sir Charles Welby.*) A minute signed by a Parliamentary official, or the head of a department of the War Office, is almost as good, is it not—it is on record?—Yes, if it is the practice; but in view of the general suspicion which does attach to public departments, the view I advocate is the one I have expressed.

3143. (*Mr. Gibb.*) Does that mean that if the War Office asked for it, you would see no objection to granting it?—We scrutinise those cases very carefully.

3144. I refer to an alteration of the practice. Supposing the War Office ask for it, what would you say?—If such a case came, I should first say: What would the Admiralty say about it? what would be their feeling? let me get their experience. And I have reason to believe that the Admiralty would not, as a matter of fact, wish for the responsibility in the case of their contracts.

3145. (*Chairman.*) Your answer, of course, would apply not only to B, but to C. and D. in this list, I suppose?—Yes, certainly to C. D. is a thing that the Public Accounts Committee scrutinizes closely. They think that departments do not exact their penalties from contractors so fully as they should, and that fines for delay are not obtained when they should be. Therefore, I think it would be difficult for us to depart even from D.

3146. (*Mr. Gibb.*) What is meant by abandonment of fines for delay in execution of contracts? Does that mean an abandonment of a fine after it has been imposed, or the abandonment of a fine exigible under the contract?—It means the former. We come in only when the claim has been set up, if I may use the technical expression.

3147. (*Sir George Clarke.*) Then you would not know of cases in which fines in default were abandoned?—No, the Audit Office would, and would draw attention to them, and very frequently does. This is a very favourite hunting-ground for the Audit Office for report to the Public Accounts Committee.

3148. (*Chairman.*) As regards E., "Rewards to inventors and royalties," do not the limits appear rather exiguous?—Very.

3149. Has the War Office ever asked for the limits to be increased?—Not to my knowledge.

3150. If the War Office did make such a request, would the Treasury have any difficulty in enlarging the limits?—I think I may say no difficulty.

3151. Now take F., "Gifts of public property to Colonial Governments, public bodies, or individuals." I suppose that is not worked pedantically; I mean, if there was a case of an accident, a fire in the winter or so on, if an officer gave a few greatcoats to people in the snow, there would be no trouble raised?—No; it relates mainly to the provision of equipments, as to whether you should give Lee-Metfords to every man who belongs to a rifle club in a Colony. It opens up a very large field of policy into which the Colonial Office comes.

3152. Practically, the reference to the Treasury in that case means that in the Treasury are centred the views of other departments, like the Colonial Office and Foreign Office?—Yes.

3153. (*Sir George Clarke.*) And you would expect the Colonial Office views given to you in that case, and you would not take the recommendation of a single department?—Not if it affected a Colony or it meant other Colonies being involved; we should ask what it meant in practice; it would come to a Committee, where the representatives of the Departments meet.

3154. (*Chairman.*) Then as to No. 15, the last paragraph, Mr. Marzials writes: "In the above remarks I have not touched particularly on the kind of control which the Treasury exercises over the establishments, and to some extent over the organisation of the War Office,—a control which the Treasury exercises over all public departments." Does that refer to the control involved in settling, for instance, that such a grade of clerks should have such a grade of pay, and so on?—Yes, and the members and scheme of organisation. We have a power under the Order in Council of 1890, whenever we think fit to investigate the organisation of a department, and to see whether its clerical establishment commends itself to the views of the time.

3155. Do you test the adequacy or otherwise of a clerical establishment by the amount of work it has to do?—Yes, and the character of the work, looking at it from the general standpoint of the experience of other departments.

3156. (*Sir Charles Welby.*) With regard to this reference to the control the Treasury exercises over the working of the establishments, that does not refer to the War Office establishment alone, does it, but to the whole establishments of the Army?—Not to the same extent as to the number of clerks to be employed and their grades.

3157. But you keep a control, do you not, over the number of men the Secretary of State maintains in his Army, just as you do over the money expended on the Army?—The Chancellor of the Exchequer does that; that is a matter for the Cabinet; but this question in paragraph 15 is a departmental matter.

3158. (*Chairman.*) My question had reference to what I might call the departmental Treasury?—Quite so.

3159. I take No. 15 as referring to the War Office?—Quite so.

3160. (*Sir Charles Welby.*) There is no doubt the Treasury does consider it part of its functions to see that the numbers of men voted by Parliament are not exceeded?—We are chiefly concerned with that second financial aspect of Vote A., which is Vote 1, Pay. We have a minor interest in the other, but we are concerned in its financial expression, "Vote 1," and to that extent we no doubt do take a very considerable interest in the establishments. For instance, the question of raising a new regiment or a new battalion—such as the British Central African Rifles—is a matter which interests the Treasury to a considerable extent, and to that extent Vote A. (numbers) comes in as well as Vote 1 which is Pay.

3161. It might easily happen, might it not, that a fresh regiment would be placed on the establishment of numbers which would not lead in that particular financial year to any excess on Vote 1?—We should like to know that, because of the liability for future years.

3162. Your authority would be required from that point of view, because eventually it would lead to further expenditure?—Yes, that is so.

*Mr.
R. Chalmers,
C.B.*

4 Feb. 1901.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

3163. (*Chairman.*) There is one question not referred to in this Memorandum, but which I have seen referred to before other Committees, and to which one or two officers seem to attach importance, and that is the question of the surrender of unexpended balances at the end of the year. There seems to be a theory in some quarters that, as the money which is not expended at the end of the year lapses, it is necessary, in order not to lose the money altogether, to spend it in a great hurry, and possibly uneconomically; but I take it that there is no difficulty, is there, really about unexpended balances, as, for instance, when, owing to a strike or anything of the kind, money has not been able to be spent in the course of the year. Does it not come to this, that if the Chancellor of the Exchequer, for instance, placed at the disposal of the War Office 20,000,000*l.* last year and 20,000,000*l.* next year, and if, owing to a strike last year, the War Office only spent 19,500,000*l.*, the interest which the Chancellor of the Exchequer himself has in the half a million which has not been spent is very slight, and does not help him for his budget of the next year?—No, it goes to the Sinking Fund if unissued from the Exchequer.

3164. Therefore, if any tolerable case was made out explaining that that money was still wanted, and could not have been expended owing to causes over which the War Office had no control, the Chancellor of the Exchequer would have no difficulty in giving an assurance to the War Office, would he, that that money would be placed at their disposal again in the form of a supplementary estimate?—In the same year, or otherwise it lapses.

3165. Is it only towards the end of the year that it may be placed at their disposal by a supplementary estimate?—That is so.

3166. (*Sir Charles Welby.*) And it must be spent by the 31st March, or it is hopelessly gone?—Yes.

3167. (*Chairman.*) But if it is on the point of lapsing on the 31st March, could not the Chancellor of the Exchequer give an assurance that an extra 500,000*l.* would be voted by way of supplementary estimate the next year?—He could if he saw that his revenue was sufficient, and likely to be sufficient, to give him such a margin, but that involves quite separate considerations from the fact that the money has not been spent in the past. Each year is quite separate. In particular, what happens is that the Department sees that it cannot spend, owing to strikes, half a million, say, on ship-building, taking the case of the Admiralty. It is very sorry not to be able to do so. The Treasury is equally sorry because the money has to be voted in another year for it. Then they think they might spend money on stores which will go towards new construction in another year, and they can pay for those stores this year. That has happened. Stores have been bought with money which could not be spent in payments to contractors for new construction, and to that extent it is possible to deal with the difficulty of savings, but not much further.

3168. (*Mr. Beckett.*) If the money were carried to a Suspension Fund, then the Chancellor of the Exchequer would not be under any obligation, would he?—He would not, but that would involve, the Committee will observe, a fundamental departure from the whole scheme of National finance, which is, that every year raises its own revenue, and expends that revenue.

3169. Of course, it might lead to considerable loss in the way you mentioned just now. I mean a public loss; but suppose, owing to strikes, 1,500,000*l.* which was voted for the Navy could not be spent on it, in another year the Chancellor of the Exchequer might find it inconvenient, not to say impossible, to raise that 1,500,000*l.* without imposing fresh taxation, and he might shrink from that?—That is so.

3170. And the consequence is that that money might be lost to the Navy for the time being?—In a case like that he would have to find the money. What could be done in practice in such a case as that would be this. Instead of paying the money over to the new Sinking Fund, Parliament could pass an Act to say that it might be set aside in some way. That is the way in which we have dealt with various public purposes out of the surpluses which there used to be frequently till quite recently. We should have to get an Act to take the money away from the Sinking Fund.

3171. (*Chairman.*) That is a way of preventing the 500,000*l.*, taking the instance I gave, from going into the Sinking Fund and practically carrying it into a

Suspense Account for the next year. The Sinking Fund is not enriched by that 500,000*l.*?—That is so.

3172. And it is carried forward?—To such purposes as Parliament might see fit to devote it to by a new Act.

3173. (*Sir Charles Welby.*) But that is an elaborate business which would only take place, would it not, in the case of a large sum like this 1,500,000*l.*?—It has not taken place even with regard to that.

3174. (*Chairman.*) A general way to get out of it would be, would it not, supposing through an engineers' strike certain classes of work had not been proceeded with, to get authority to buy more stores of another kind for that year and less stores of the first kind for the next year?—Yes, that is so, and that is a method which could be explained, I think, to the House of Commons, and they would understand that as a reasonable way of proceeding. But the Committee will observe this, that if towards the end of the year—say, now—it is found there will be savings, there is no doubt a yearning to spend every penny that can be spent, and it is exactly at a time like this, as the end of March approaches, that real extravagance takes place.

3175. Is that extravagance a necessary part of our general financial system?—I think it is, so far as people will regard savings as being their own money which they must get rid of.

3176. (*Sir Charles Welby.*) It leads to hurried and ill-considered arrangements which are to be completed at any cost by the 31st March?—That is so.

3177. (*Chairman.*) If a man has been hindered by a strike in the early part of the work, and has been doing his work more slowly, but is desirous of completing it, he might do it less economically if he pushed it on rapidly at the end of the year than if he could spread it over a few more months?—Yes, the danger is that it may be felt in February or March. They say: "Here is money, let us buy something"; and I say the taxpayer does not tend to be profited to the full by the expenditure which goes on under those conditions.

3178. (*Mr. Beckett.*) I suppose, in the case of contracts, money is paid before it is due under that arrangement very often?—Not within the knowledge of the Treasury.

3179. (*Chairman.*) But there would be no machinery except the elaborate one you have pointed out, for avoiding that tendency to hurried expenditure at the end of the year, would there?—No.

3180. (*Mr. Gibb.*) Do you mean a general Act of Parliament providing that unexpended balances should remain to the credit of the department for which they were authorised?—That is what the suggestion would amount to.

3181. It would not mean an Act of Parliament dealing with an unexpended balance each year, but a general Act providing for the appropriation of unexpended balances?—I do not quite know whether the Chairman meant a general Act or an Act in a given year when any difficulty occurred. I do not believe that a general Act would be granted by Parliament.

3182. A general Act would be much the simplest way, would it not?—Yes; but I believe Parliament would not contemplate it.

3183. (*Chairman.*) What I meant to convey was that, barring the recourse to this rather cumbrous method of a special Act, there would be no means of avoiding this tendency to expend money at the end of the year, except some general measure which would cut right across our great financial principle, that the money raised in the year must be spent in the year?—Yes, that is so; there is one way, that as regards small things you can have a "grant-in-aid." A "grant-in-aid" has not got to be surrendered as regards any unspent balance at the end of the year; but that is for smaller purposes and does not extend to those great sums which you have in view when speaking about savings on the Estimates of the great spending Departments.

3184. (*Mr. Gibb.*) A special Act every year would have this disadvantage, would it not, that probably it would not be passed when the Treasury was hard up, and it would be just then that the Public Service would suffer most injury.

3185. (*Sir George Clarke.*) I suppose these large loans for works have chiefly arisen from the difficulty of

reproviding money; that forms the whole difficulty, does it not?—It does form the difficulty for those purposes which deal with great capital outlay.

3186. (*Chairman.*) We meet that difficulty, I take it, to a great extent by raising loans for important works, whereas in other countries like Germany, they take a Budget extending over more than one year?—Yes.

3187. (*Sir George Clarke.*) Does the Treasury generally like this system of very large loans?—I doubt where the Treasury would draw the line, say, between the Military Works Loans, 1897 and 1899, and Army Vote 10, which deals with buildings. As regards great things like, for instance, Dover Harbour, to take an Admiralty case, there is no doubt that is a proper thing to be put on a loan; that is in the nature of abnormal capital expenditure, beyond all doubt; but there are other services which tend to be less of a capital nature, and it is very difficult to draw the line.

3188. (*Sir Charles Welby.*) I suppose one great reason why there is a transfer backwards and forwards between Vote 10 and a loan is that the Chancellor of the Exchequer cannot always see his way to grant a sufficiently large loan to enable the War Office to put all its important building services on to the loan, and therefore they are driven back, against their will, to their Vote?—That, no doubt, is true to a certain extent.

3189. (*Chairman.*) I want to ask another question, which does not arise out of the Memorandum, but which would be useful to the Committee, as to the Treasury view. I refer to the Comptroller and Auditor-General. The Comptroller and Auditor-General is, I understand, an officer who is entirely outside the Civil Service?—For practical purposes, yes; his salary is borne on the Consolidated Fund, like that of a judge; he is an officer who is responsible to Parliament; his functions are defined by the Exchequer and Audit Departments Act, 1866.

3190. Generally speaking, he is an officer who is quite outside any ministerial office and authority, and who is responsible only to Parliament and for reporting to Parliament?—That is so; under section 27 of the Act of 1866.

3191. Then it follows from that, does it not, that the Comptroller and Auditor-General occupies a kind of independent and semi-judicial attitude towards the public departments?—That is so.

3192. (*Sir George Clarke.*) Including the Treasury?—Certainly.

3193. (*Chairman.*) Therefore, the Secretary of State for War, or the head of any other spending department, is bound, according to the existing constitution, to satisfy himself through his own officers that he is discharging his responsibility of spending the moneys entrusted to him by Parliament for the objects for which they were voted?—That is so; that is the keystone of the scheme of accounting for public moneys.

3194. Therefore, supposing it was proposed that the Comptroller and Auditor-General should take over the departmental audit, and examine all the War Office accounts, in such a case the Comptroller and Auditor-General would either become the officer of the Secretary of State, which would be a negation of his independent position, or, if he retained his own independence, he would be very apt to intervene in questions of administration?—That is so.

3195. He would become a kind of co-ordinate and co-equal authority with the Secretary of State, and not his ally?—He would be his master, almost. The two functions are wholly distinct. One is that of the trustee accounting for his money who has to say: "These are trust funds, and I have expended them in accordance with my trust deed;" that is one thing, and in practice that means that the Accountant-General here has to be personally responsible for every penny of Army expenditure. To do that he wants an examination on his behalf to justify him in authorising payments and in signing the Appropriation Account. The other is the *ex post facto* test imposed by Parliament on all departments alike—a test imposed by Parliament in the general interest on the account of expenditure rendered by the accounting officer. These two functions are quite distinct things. They may be alike in practice to a certain extent, but the principles are wholly distinct.

3196. (*Sir George Clarke.*) But there is nothing now to prevent the Comptroller and Auditor-General from intervening in what are called matters of administration within limits; it is only a question of degree, is it not?—You will no doubt ask the Comptroller and Auditor-General his views personally; but from what has passed in previous instances, to be found in Public Accounts Committee's Reports, and those of other Committees, he would not interfere as regards policy at all. He would only say as regards a moot question, "Have you got an authority?"

3197. But that is a departure from the fundamental principle for practical convenience, is it not?—Yes, the fundamental principle should always be this, that appropriation precedes the audit,—that is, that Mr. Marzials, an Accountant-General here, should sign a definite account before any audit begins on the matter,—when I say signs before, you will not press me on the question of date—I mean he should first have made the payment, and then submit it to this quasi judicial authority.

3198. (*Chairman.*) I take it, under the existing system, so far as concerns the intervening of the Comptroller and Auditor-General in matters of administration, that he might query the payment by the Secretary of State for War, and the Secretary of State for War might say: "That was made for a good and administrative reason, and I decline to give any further explanation"?—Yes.

3199. And in that case the House of Commons would decide whether the answer of the Secretary of State was sufficient, or whether they cared to press him further?—That is so.

3200. But if the Comptroller and Auditor-General were given the departmental audit of the War Office with his present powers, in that case there would be no reference to the House of Commons; he would simply at the outset stop the Secretary of State making such and such expenditure, although there might be a good administrative reason for it?—Quite so.

3201. He would block him at the beginning?—He would.

3202. (*Mr. Gibb.*) Or he swept away by the Secretary of State?—Would it be useful to the Committee if I were to make this remark? Under the Exchequer and Audit Departments Act, 1866, the War Office accounts are put in a special schedule, called Schedule B. to the Act, and under that Schedule B. there is a distinction between services in general and the services in Schedule B. of the following kind. The Auditor-General need not go into the full details of Schedule B. services, which include the Army. He may, but he need not. That was the position in 1866. Pressed on by, if I remember rightly, a series of four Reports from the Public Accounts Committee, the Treasury at last decided (I think in 1876) to require the Comptroller and Auditor-General to do what under the Act they have power to require them to do, namely, to enter into the examination in some detail of Army and Navy Services included under Schedule B.

3203. By whom pressed?—It was at the instance of the House of Commons that the Treasury required the Audit Office to do what the Audit Office need not have done, namely, enter into some detailed examination of War Office accounts.

3204-5. (*Chairman.*) I will put the question in this way: Have you an authoritative memorandum giving the general views of Treasury control over Army and Navy expenditure?—I have, and if the Committee will allow me, I will read a memorandum, which was drawn up by a distinguished Chancellor of the Exchequer, who, I may remark, had had experience of a spending department before he came to the Treasury: "The first object of the Treasury must be to throw the departments on their defence, and to compel them to give strong reasons for any increased expenditure, and to explain how they have come to have to demand it. This control alone contributes to make the departments careful in what they put forward. There are many other stages at which, clearly, the Treasury is bound to intervene, and many where they must absolutely decline to sanction what is asked. The Chancellor of the Exchequer, who has to find the money, is to know what is going on. He is certainly not a mere Registrar. He must be satisfied of the expediency and urgency of the proposed outlay, but it is going too far to say that he must be convinced that it is really necessary. The purchase of some picture

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

"or a priceless work of art for the nation may not be necessary; but, still, it may be both expedient and urgent. The imperative must have precedence, but there is outlay which the nation requires to which the term imperative can scarcely be applied. I quite admit that someone in a great service must watch over a certain uniformity of pay and regulation, and that this duty falls to the Treasury and the Chancellor of the Exchequer, but this uniformity can never be absolute. It must be a certain uniformity. The salaries in the various Civil departments are not uniform, neither can emoluments always be uniform in the Army and Navy. Differences of circumstances, and sometimes of tradition, must be taken into consideration. I believe that the largest experience would be unequal to the task of laying down precise principles as to the control to be exercised, but I may say that, in my judgment, it should be ubiquitous and unflagging, and, though dealing with details, should not lose a certain large-mindedness. It should have sufficient imagination to appreciate the feelings of those over whom it is exercised. It should not be over-controversial, and yet firm and precise."

3206. (Mr. Gibb.) With regard to Treasury control, about which so much is said, it seems, from the return of Treasury letters given to us, to express itself in 1315 letters in the course of 12 months?—That is so.

3207. In other words, four letters per working day?—Yes.

3208. But that cannot be a very extensive or paralyzing amount of business for the War Office to grapple with, can it?—No, and I understand the Accountant-General at the end of his memorandum to say that is not so.

3209. That being so, it is clear that it cannot be from an objection to the amount of correspondence that any practical complaint exists, but from the paralyzing effect of having a general control by a financial authority?—I am not aware that there is any dissatisfaction as coming from the War Office as a whole—as coming, that is to say, from the responsible Secretary of State.

3210. You think it is more a question of public impression that the Treasury control is harmful than any impression on the part of the War Office, who are subject to the control?—That is my belief. I do not think people outside understand the actual facts of the case to anything like the extent the Committee does.

3211. You have spoken of the Treasury sanctioning money being transferred from Vote to Vote. If I followed you rightly, the necessity for an application for a transfer from Vote to Vote would only arise, would it not, when the one Vote was exhausted?—Yes, that is so.

3212. Do you say that the Treasury control or power in that case is really a control to facilitate business?—No. As between Vote and Vote, it is a function of a temporary character laid on us by every Appropriation Act as regards each year. I think it works out in the direction of ensuring a greater knowledge of how he stands in the mind of the Accountant-General, who is responsible for the Parliamentary funds. He has to be on the look-out to see where he is, and I think it tends to make him constantly review his position; and I go further, and say, if he does that it strengthens his position as regards proposals for diverting Parliamentary moneys to unauthorised purposes.

3213. Parliament having authorised a certain amount to be spent under one Vote, and a certain amount to be spent under another Vote, and one of these Votes having become exhausted, the work would be suspended, would it, unless some authority could deal with the matter provisionally?—Yes, the Appropriation Act prescribes that it must be for purposes the postponement of which would be detrimental to the Public Service. Those are the only reasons which are allowed to guide the Treasury in sanctioning a transfer from one Vote to another, temporarily.

3214. And the Treasury have power to do so?—Yes.

3215. And that is a power which facilitates business, and enables the work to be done in anticipation of the sanction of Parliament?—That is so.

3216. As regards a transfer from subhead to subhead, I understood you to say that you thought that should be stricter than it has been in the case of the

War Office?—I think so, in the interest of the Accountant-General, as the trustee for money—that is the reason.

3217. In the case of the estimate for a subhead, that estimate is prepared, is it not, by the spending department?—Yes, the War Office prepare and present their own Estimates to Parliament.

3218. And in the detail of the work covered by these Estimates, do the Treasury exercise any control, or is it only over the general amount to be authorised?—Before the Estimate is presented, do you mean?

3219. Yes?—Over the general amount. There is an amount of cloth given to the department, and it cuts its coat and waistcoat, and so forth, accordingly.

3220. It is assumed, is it, that the spending department, being responsible for efficiency, make proper proposals in regard to what is to be done, and what is to be spent?—That is so.

3221. That fixes, in the first instance, the subheads, but I do not quite follow; if there is no Treasury control in the case of the original proposals to Parliament to authorise the subheads, what practical object is gained by the Treasury afterwards controlling the transfer from subhead to subhead, if the spending department originally responsible for the proposal thinks the transfer should be made?—I think the position is to be explained in this way. There is an honest programme put before Parliament by the War Office, the spending department; on its way it has got our sanction, but that does not matter here. There is the proposal before Parliament, and on the strength of that, and on the representations in that proposal, and within the minute limitations of that Estimate, Parliament gives them the money they ask for. There has been an honest demand so far, then, and there has been an honest reply by Parliament: "You want the money for those purposes, here is the money for those purposes." Subsequently, for purposes which the War Office in presenting its honest Estimate at the beginning could not then foresee, the War Office wishes to expend money on certain other purposes for which Parliament has not made provision. As a matter, therefore, of honesty and good faith, it is desirable that the War Office should not depart from the broad outlines of the programme on the strength of which it sought and obtained money from Parliament. Parliament has given the department money, and is entitled to assume that the department will spend the money on the purposes for which it was asked, unless for those human reasons of inability to carry out the programme some change is made, in which case Parliament knows the department will have to go to the Treasury, set forth its reasons, and receive that sort of decision which it is hoped Parliament would give, had an application to Parliament itself been possible. It is a case of honesty right through on the part of the department, and that is the reason why I think that an independent authority is necessary in the case of a departure from the Parliamentary bargain.

3222. But the honesty as to the change would not be affected, would it, whether the report of the change were first made, as at present, to the Treasury, or were first made to Parliament at the end of the year, on the responsibility of the War Office?—I think, in practice, there would be a very considerable difference.

3223. In each case there is a change—in each case the spending department, who have the responsibility for the expenditure, think it desirable to make the change?—Yes, that is so.

3224. And the only practical importance of the point is, is it not, whether the necessity of having to go to the Treasury for provisional sanction does unduly check the spending department in carrying out changes which they think are desirable in the Public Service?—I do not think it could, to take your words, "unduly check them." *Ex hypothesi* they are anxious to abide by their own programme; they are trustees bound by a trust deed of their own drafting.

3225. If it does unduly check them, you would admit it would be undesirable, would you not?—Let me put it in this way. Take, for instance, guns. If you turn to the subheads, the items are very large, but in practice there can be nothing detrimental to the Army Service which would flow from the limitation of subheads under Army Vote 9. If anything checks them, I should think it would be Vote 10, which deals with works, as regards which I have intimated the

Treasury would be prepared, if asked, to make concessions. I should like to say that, instead of taking the matter *a priori*, I should like to see any instances of distinct and definite proof of the Treasury control having been harmful. My personal belief is that it has not been harmful in any degree, so far as subheads and Votes are concerned.

3226. Your position is that it is not harmful, but advantageous, unless it does practically check, or injuriously check, the spending departments?—I doubt whether there are instances of the latter.

3227. And you think it cannot be proved that there are many instances in which it has had that effect?—That is my belief.

3228. You said that in cases of urgent work it is desirable the promoting department should have to put its case of urgency in a business-like statement for the information of the sanctioning department?—Yes, that is an obligation, at present, as between Vote and Vote under Act; it is an obligation imposed on the Treasury and War Office by Parliament.

3229. And I suppose, in the case of real urgency, or in a case where the spending authority strongly felt that their recommendations should be followed, the Treasury would not override it or ignore it?—Certainly, the Secretary of State would never stand being overridden by the Departmental Treasury; but if I may assume a difference of opinion between himself and the Chancellor of the Exchequer, the Cabinet would decide.

3230. As regards what you said about the dispensing warrant, you expressed the very strong view that, in the interests of the War Office, the dispensing power should be vested, not in the War Office, but in the Treasury, did you not?—That is my very distinct opinion, trying to put myself in the War Office place. It is no pleasure to us to have to "control" the War Office; we do not want to control them in any sense of control, but to have an agreement with them on general principles combined with publicity; but this is a case where I think the Secretary of State would be weakened in dealing with individual officers if he had the power himself.

3231. What you indicate is, is it not, with regard to the number of applications for dispensation; that the very numbers show that the War Office has not been hampered by refusals on the part of the Treasury in any large number of cases?—I think not.

3232. So that the question cannot be one of mere procedure causing delay or refusal, but one of substance?—Is there any question? I did not know there was a difference about it.

3233. I do not think the memorandum Mr. Marzials handed to the Committee does raise any complaint, but it merely notes that special cases under the dispensing warrant have in each individual case been submitted to the Treasury to report to Parliament?—That is a statement of fact, is it not, not a complaint?

3234. Your evidence upon that is that the existence of the Treasury control protects the Secretary of State for War from pressure as to making grants in excess of warrant?—Yes, that is my belief.

3235. Of course that assumes, does it not, that it is undesirable to make grants in excess of warrant?—That must be so, as a general rule; you must wish to uphold your law, and not to have too many hard cases, otherwise you will get bad law.

3236. As a general rule?—That is so.

3237. But ought you to assume that there will not be always a number of cases which ought to be dealt with outside the warrant?—We assume there will be such cases in agreeing to the existence of the dispensing warrant.

3238. By making them difficult to deal with, you reduce the number of cases, do you not?—That is the tendency—they are sifted before they come forward.

3239. The question is, whether that does not impose undue discouragement?—If such a report reached the Treasury, the Treasury would be prepared to meet the War Office if such were found to be the case.

3240. You have said that you think works under 1,000*l.*, dealt with in Part 1 on the Estimates, might be lumped together?—As to over 1,000*l.*, they might be lumped together to a certain extent as regards the provision for the year.

3241. Then, I understand, that that would put the whole of Part 1 into exactly the same position as Parts 2 and 3?—Not wholly, but as regards the actual year it would tend to assimilate the practice as regards Part 1 to Parts 2 and 3.

3242. I see that in Parts 2 and 3 a total sum is voted for each division without specifying the items of work covered by the amount?—Yes, there would not be the same result as regards Part 1; there the items would be specified, though the total provision for the year under "districts" and the like would be assimilated.

3243. I do not know that I quite follow what saving of trouble would be gained if the items of the work were specified, simply leaving out the items of the figures?—There is this great saving. If a work is to cost in the year, apart from its total cost, 1,000*l.*, the War Office may vary that total and spend, I think it is, 1,100*l.* without coming to us at all. Suppose they spend 1,101*l.*, then they would have to come to us. At the same time, in nearly all these cases the excess is a most honest excess—it is because the work cannot push on quick enough, and whilst there is an excess in one case there is a saving in another, and instead of the War Office having to come to us where they had made each honest excess, they would be allowed to use the savings—equally honestly made—in other directions in the same district.

3244. (*Chairman.*) For the whole group of works?—For the whole group of cognate works in the same district.

3245. (*Mr. Gibb.*) Do not you think it would be desirable to treat Part 1 in exactly the same way as Part 2?—I do not; it is a considerable divergence from the principle upheld by Parliament and its representative Committees for a long term of years, and I do not think it desirable to go any further at present. You will be able to ask the Accountant-General, but in practice I think the War Office will find they have a substantial gain from the instalment I have mentioned, and beyond that I think it undesirable to go. Parliament is the supreme arbiter, and, I think, as a matter of pace, this is quite fast enough.

3246. Given particulars of the works, to lump the figures together?—Exactly, and keep within the "total" Estimate, so that if they make mistakes the fact is brought before Parliament.

3247. Do I understand you think it would be advantageous to extend the same principle to the votes which deal with the pay of the Army, which seem to involve an enormous amount of detail?—Not in the vote itself. You will find there are plenty of appendices, but the vote itself is very small.

3248. I was referring rather to the appendices and to the detailed estimates which are necessary for the preparation of the appendices?—That is a matter inside the War Office to a great extent. If you would be so good as to turn to Vote 1, you will see there a total which is the total of all the subheads; each individual subhead has to be worked up to from the cost of each man in each regiment. In order to be able to state this is the general total of the Vote, the War Office itself must know the numbers and the rates. I have no doubt they must prepare the appendices here.

3249. (*Mr. Gibb.*) That depends on whether you rely upon estimates before expenditure, or upon details of expenditure after it has been incurred, as the best check upon your expenditure, does it not?—Yes. Our system does not involve, for a Civil Servant, any question. Our system is that of loyally carrying out the orders of Parliament. Parliament gives money on detailed Estimates of future expenditure before it is incurred.

3250. Your suggestion is that with regard to dealing with the works in the Estimates, Parliament ought to be satisfied with the enumeration of the works, and a total estimate of the cost?—The total estimate means what that individual work is anticipated to cost over the two or three years it takes. That I do not propose to see merged in any other total. I propose that what the work will cost as a whole should remain, it is only the provision for the year which should be merged.

3251. You propose, do you, that each individual work should have an estimate attached to it, but that the Annual Vote to cover all the works should be for a lump sum?—That is so, within a given station and for cognate works.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

Mr.
R. Chalmers,
C.B.

4 Feb. 1901.

3252. In the Vote for the pay for the Army, of course, there is no comparative figure like the total estimate for a work?—No.

3253. The pay of the Army is simply what has to be spent on it during the year?—Yes, following mainly on the pay warrant as regards Vote 1.

3254. Would you see any objection to a proposal that the number of men to be brought on the establishment (if that is the correct expression) should be voted without the details, that is to say, the pay should not be brought forward in detail, but a rough estimate based on previous experience be used, relying upon the accountant at the end of the year for the details, and thus get rid of the enormous labour which must be involved in estimating a year beforehand the minute items which are all included in the appendices?—I should not be at all in favour of such a change, and you will be in a position to ask the Accountant-General as to whether, in point of fact, he could have any more convenient way than the way he actually does follow for working up what will come in course of payment; he knows what they will cost to a penny. To come in after the event would be no easier to him, I should imagine, than to come in before the event. The honourable member will observe that it is not a case where you have to make a shot. So many men costs so much; and to calculate this before the event, I imagine, could not be any more difficult than to do it after.

3255. (Sir Charles Welby.) You said you confined yourself to works at one station; did you mean a station or a military district?—I should say a district where there is a General Officer Commanding.

3256. (Sir George Clarke.) I gather that full powers which might be claimed under the Appropriation Act are not all exercised now, and that more might be claimed?—No, we exercise all the powers, roughly speaking, under the Appropriation Act.

3257. I rather gathered that you regard the present system as somewhat illogical and inconsistent, that is to say, it is not quite uniform as regards the Admiralty and War Office, and even the War Office itself can hardly be assignable to any particular principle?—The inconsistency is that the Admiralty does come to us more frequently than the War Office under the same circumstances, and acting under the same minute; there is that inconsistency.

3258. The practice of the two departments is not quite uniform, is it?—That is so, and the question is, what should be the change.

3259. And that in the War Office itself there is no particular reason why certain things should be referred and certain other things should not be referred, and that it has rather grown up by usage?—It is a very old usage, indeed; in fact, it used to be stricter 50 years ago than it was when the Minute of 1870 was laid down which required both the Army and Navy to come to us.

3260. You said, I think, the Treasury brings no criticism to bear on Estimates at all, but that the function of the Treasury comes in afterwards as critic?—As regards the Estimate, it is first made up of separate items, on most of which, if they are of importance, we have been separately and previously consulted, so that the result is rather like the addition of a sum, or ought to be. But when the War Office Estimates reach us, the Treasury goes through them carefully to see anything in them about which we have a difference of opinion, even if the Estimates have been presented to the House.

3261. Would alterations be introduced into the Estimates, according to your instructions, between the time that they were published and the time that Parliament passes them, or could alterations be introduced due to your raising questions between the time of their publication and the time of their being passed by Parliament?—I will answer the letter of your question, first of all, and say: Yes, you could have alterations introduced by submitting a revised estimate, and that has actually been done by the War Office in connection with the Works Estimate in 1900. They submitted a revised estimate, their programme having been considerably altered since the time they first drew it up, and before the Vote was taken in supply.

3262. I think Sir Reginald Welby, before Lord Hartington's Commission, said that it was no part of the duty of the Treasury to interfere with regard to

policy, and I gather from the memorandum which you have read that that is the present view?—That is so as to the departmental Treasury. Of course the head of the Treasury is a member of the Cabinet.

3263. Therefore, the idea which is sometimes advanced that the Treasury is able to cripple the efficiency of the Army or Navy is quite imaginary?—Quite.

3264. When the Treasury gives its opinion as to the advisability of a transfer from one Vote to another, I suppose you would admit that it must be largely a formal function generally, and that they cannot bring any special knowledge on the subject to bear?—We have no special knowledge which we can bring to bear, but we should say to the department: "Could not you have foreseen this?" and if they could not have foreseen it, then it would be explicable in itself, but if they could have foreseen it themselves, we should want to know why they did not come to us beforehand, seeing that they were diverting money from its Parliamentary purpose to another purpose.

3265. The Accountant-General in his Memorandum says that it is an advantage that there should exist an impartial tribunal free from external or internal influences, and, as far as I gather, that is your view?—Yes, that is my view. The Committee may possibly see fit to examine a representative from the Admiralty, but I may say that I believe that to be the view at the Admiralty also.

3266. Is the Treasury less liable to be reached by what Mr. Marzials calls "external influences" than the War Office?—That is a difficult question for me to answer, but my opinion is that there is no possibility of such influences reaching the Treasury.

3267. When you say that the Treasury administers the Superannuation Act, do you mean that the Treasury sanction is required with regard to the payment of pensions which fall due under regulations?—No, I do not mean under regulation. Statutes govern Civil Pensions.

3268. But a great many Civil Pensions are regulated entirely by rule, are they not, and in such cases I suppose the War Office would only have to report as a matter of form to the Treasury when a certain pension had become due, and it would be paid?—No, by statute the Treasury has to award the pension, and the War Office has to state the service has been so and so; that it has been satisfactory, and that the man applying is ill or aged; then we say, "These are the conditions on the strength of which we may grant a pension." In 99 cases out of 100, as I have said, it is a very simple thing. The ordinary Civil Servant goes on serving until he attains the age of 60, he asks for his pension when he has served his 40 years; there is his existing salary, and they give him two-thirds of it; it is all very simple, but still the Treasury by act has to award it.

3269. In such a case, I suppose the award would come from the department in which the person was employed, and the pension would come from the Treasury?—No, the employing department has merely to send to the Treasury a form which is drawn up with all particulars, and it is the Treasury which awards the pension, obeying the Acts which give the power.

3270. I gather you do not consider that the Treasury actually succeeds in effecting economies at the Admiralty and the War Office, but that you regard it as exercising a strong moral restraint upon spending departments?—I agree with the first part of your question, and I hope the second part of the question is true.

3271. (Colonel Miles.) I think you mentioned that greater liberality was exercised now that the power of granting discharges has been delegated to Generals?—Yes.

3272. Do you refer to the purchase of discharges?—Yes, in respect of purchasing discharges.

3273. Might not that be due to some relaxation of the regulations in regard to the purchasing of discharges?—I believe it to be so on the part of the General Officers Commanding.

3274. I mean a relaxation of Queen's Regulations by the War Office?—I should have thought not, but you will be in a position to know that more fully than I do. As a matter of fact, I believe the War Office have sent out a notice to General Officers Commanding that they must now be a little stricter.

3275. (*Sir Charles Welby.*) I have only one or two general questions to put. Is it not the fact that the control, so far as it is control, which the Treasury exercises over the War Office, is, perhaps, somewhat more sympathetic in spirit now than it used to be a few years ago?—I speak from such a very short service myself. I have only been there for a little under two years, but, speaking frankly, I should say that that undoubtedly is so; and I speak with reference to my distinguished predecessor, under whom the existing system in practice really grew up.

3276. You would agree probably, would you not, that a good deal of the prejudice which still exists in the public mind against this bogey, the Treasury control, is the result of the state of things which existed in the past rather than the result of the state of things which exists to-day?—I think that may be taken to be so generally.

3277. You rather deprecated, I understood, the system under which the War Office now makes transfers between subheads without reference to the Treasury?—Yes, I do, especially if it is a case of foreseen expenditure of a novel character.

3278. I think one of your grounds of objection was, was it not, that it was apt to lead to excesses on the Vote?—Yes; it must be so.

3279. As a matter of fact, are you often confronted with excesses on the Votes?—Yes, regularly.

3280. In peace time as well as in war time?—Yes, always; it is part of the system on which the War Office does the working of its finances.

3281. Is there in normal times a supplemental estimate required?—No; there would be an excess on individual Votes, but there would be no excess on the total Army expenditure.

3282. Then there must be a saving on other Votes, I suppose?—Yes.

3283. What I want to know is, is the result of the Treasury control being somewhat relaxed in this particular, that there is no excess of expenditure on Army Votes in general?—That is so.

3284. Therefore, the Public Service in that sense does not suffer, does it?—That is so. I think the Accountant-General ought always to see where he stands and to know what he can do in the future; and that the War Office should not embark on any novel expenditure, for which Parliament has not made provision, without external sanction.

3285. (*Mr. Beckett.*) It seems to me that in the preparation of the Estimates, as a matter of fact, it is the Treasury that rather has to be protected against the spending departments than the spending departments against the Treasury. I understood the spending departments of the War Office printed their Estimates line by line, whereas estimates allowing for any change of policy have to be decided upon by the Government?—They must go on the past no doubt, and also take into account the future.

3286. And the Chancellor of the Exchequer is practically in a position that he has to accept these estimates, is he not?—I cannot speak as to that.

3287. Unless he does as Lord Randolph Churchill did, resign his position. My point is this, that it is only in small matters of expenditure that the Treasury control is effective?—I should think it was bigger than that, though it is very difficult to point to actual definite figures or to actual definite facts to prove it.

3288. Supposing the Estimates of one year corresponded closely with those of another year, the Treasury would not, in such a case, be likely to raise many questions, would they?—Yes, indeed, they would. Take, for instance, the Civil Estimates, over which we keep a stricter control. We should there look back for two or three years and see what extra special things there were put in. Then we should say, "Those special things should cease, and this year the estimate ought to be smaller." The *status quo* is not the measure of what should be, if I may put it in that way; things may have ceased to be wanted and the amount should be smaller.

3289. Do you take each estimate each year on its merits?—As to salaries and the pay of soldiers there

is no question, but there is a question with regard to other services; for instance, you can keep down works—if you have not got much money you do not build so much; and there are other services of that kind which are capable of reduction, and this reduction could be extended.

3290. Then, in the case of inserting in the Army Estimates a service which would cost over 30,000*l.*, you would probably accept it if it were put on the ground of military policy?—Yes, but we should look into a big thing like that with great care. There are very few things involving the big policy of the War Office which we do not carefully inquire into.

3291. May I take it that most of the works under Part I have come under the eyes of the Treasury?—No, they are mostly small things. The general practice is, if it is a big thing they have to explain it.

3292. You say that the Admiralty comes to you more often than the War Office does?—Yes.

3293. They do so, I suppose, because it is their own desire to be protected by your responsibility?—There are the regulations which are applicable to both the War Office and the Admiralty, and I should certainly not be prepared to say that the Admiralty is a worse organised department than the War Office. If there is a disposition to observe rules, then so far as rules have any value at all they can be made useful to both departments—to the spending department and also to the department which has to find the money.

3294. Do you think the Admiralty are tending to conform to the practice of the War Office, or that the War Office are tending to conform to the practice of the Admiralty?—I think, undoubtedly, that the War Office should tend to conform to the practice of the Admiralty.

3295. In their own interest?—Yes.

3296. (*Mr. Gibb.*) In the making of the rules, is the Treasury consent obtained before a rule is adopted?—The General Treasury Minute of 1870 was drawn up by the War Office, the Treasury, and the Admiralty together.

3297. You said that rules ought to be observed, and no doubt they ought, but are the regulations which ought to be observed in practice made by the War Office?—They are rules made by the Treasury in communication with the Admiralty and the War Office.

3298. (*Mr. Beckett.*) And even though in the case of the Admiralty the Treasury Office control seems to be exercised more frequently than in the case of the War Office, there are, as I understand, no complaints from the Admiralty?—If the Committee see fit, of course they will be able to ask the Admiralty as to that.

3299. (*Sir George Clarke.*) You said that one of the advantages of this inter-communication and correspondence between the Treasury and the War Office on some rather small matters was the general publicity which it gave to any transaction?—Yes, that is so.

3300. Would not that publicity be secured by the action of the Comptroller and Auditor-General if his powers were somewhat extended; his reports to the Public Accounts Committee would have the effect of giving publicity as to any matters which come within his cognizance, would they not?—Yes, if you like to have him auditing 100 per cent. of the War Office payments, you would have everything brought up.

3301. (*Mr. Beckett.*) With regard to Section 11 and the Treasury sanction as to the purchase and sale of land, if the limit were increased, say, up to 5,000*l.*, would it make a great difference in the amount of correspondence in cases in which the Treasury sanction was required?—I do not think it would, and the curious point about it is that, by Act of Parliament, the Admiralty cannot sell anything without coming to us. Parliament has imposed much stricter limits upon them.

3302. (*Chairman.*) In the case of the Treasury refusing sanction to a work, I suppose, if the Secretary of State for War cared, he might always bring such a matter up before the Cabinet?—Certainly.

3303. And that would be the final Court of Appeal?—Certainly.

After a short adjournment.

*Mr.
R. Chalmers,
C.B.*
4 Feb. 1901.

Mr. F. T.
Marzials.

4 Feb. 1901.

Mr. FRANK T. MARZIALS examined.

3304. (*Chairman.*) You have been Accountant-General at the War Office since 1898?—That is so.

3305. There has been communicated to you, I believe, a draft suggestion for the redistribution of the examination and audit now performed by the War Office, the suggestion, roughly, being to transfer most of the present examination and audit, with the corresponding staff, to local centres, assuming always that the existing military districts are re-grouped into larger units. Would you kindly favour the Committee with your views on the suggestion?—I do not think the suggestion referred to me was quite so large in its scope as that. The question referred to me was, I think, the question of Dublin; not the question of a general redistribution.

3306. Dublin was taken as a typical instance, or rather, Ireland?—Yes; but the reference to me with regard to Dublin was not a universal scheme; that was scarcely referred to me, I think.

3307. Ireland was referred to as typical of what a universal scheme might be?—Then I will accept it in that way.

3308. Yes, if you please; I daresay you can discuss it on that basis?—As regards Dublin even, it is a little difficult for me to give an opinion, unless I know something more definite with regard to the basis upon which the proposal is made. Is it proposed that the examination made by the Paymasters should be of exactly similar character to what it is at the present moment; or is it proposed that the Paymasters' examination shall be either modified, or shall be regarded practically, from my audit point of view, as of none effect at all, so that I, or my subordinate in Dublin, will have to undertake the whole examination right away from the beginning, instead of applying as at present a partial test audit.

3309. The suggestion is that the Paymasters should be reduced or modified into cashiers, and that the whole of the examination and audit which is now conducted by the Paymasters should be conducted by some one of your department, acting under your authority, who would be transferred to Dublin as the centre of the Irish Command for that purpose?—That again implies some kind of change and modification of the present system: at the present moment the Paymaster takes the bill or account, or whatever it is that is presented to him, and he gives it a certain amount of examination; that is to say, he examines, in the case of a payment, for instance, under a contract, the correspondence of the claim made upon him by the contractor with the original contract made, and he pays on that. We auditors here get, as it were, a semi-audited claim. If the Paymaster were a mere cashier, I think it would be undesirable that the payment should be made without audit. In that case the paymaster would, as it were, be passed over, and the claim itself would have to come to my examiner at the War Office, or in Dublin, to be audited by him before payment.

3310. That is to say he, or somebody else, would see the contractor's demand for payment and the contract?—Pray understand that I am not raising objections in the smallest degree. I am trying to arrive exactly at the scheme you propose, so that I may know how best either to meet it and arrange for it, or state the objections to it.

3311. (*Mr. Gibb.*) Supposing that a claim under the contract was certified by the department concerned with the contract, and that that claim so certified was then paid, and after payment audited by your local representative in Dublin, what would you say to that?—That really is a very difficult question to answer. It is to some extent a practical question. The difficulty for me is to say what number of those claims undergo much alteration or change, in the preliminary audit, anterior to payment, which they receive at the Paymaster's hands, or, in other words, how far it is possible for the Executive Department, either the Engineer or the Store Department, say, to sufficiently pre-audit those claims before payment. When a thing has once been paid, of course, the difficulty of recovery is immense; the anterior difficulty of preventing overcharge before payment is nothing. That is the real trouble.

3312. But, as regards the claim, is not, we will say the Works Department, who certify the claim, in a

better position than either the Paymaster or the Audit Department to settle whether the claim is well justified or not?—They are certainly at least equally qualified with regard to the details and with regard to correspondence with the contract; and certainly as regards anything that is outside the contract, anything that depends on quantities, they are, I admit, in a superior position; their professional knowledge obviously is superior to that of any other body whose examination must be a more or less mechanical examination. That is quite true. On the other hand, they are not an independent body; they are in closer touch with the contractors; one has to depend not always upon the officer, but upon his subordinates and upon men who are in very much closer touch with the contractor, and whose collusion (I hardly like to use the word) would, at any rate, be more possible.

3313. (*Sir George Clarke.*) But would the present system of audit by this body which, as you say, could not examine quantities, check such collusion effectively?—It would perfectly check it as regards anything that was under the contract. As regards anything beyond that, such as quantities, the check is subsequently applied here by the professional body of examiners; I am speaking with regard to works and charges of that kind.

3314. Then could not that specially trained body be represented in the local auditing body, so as to give that local auditing body sufficient knowledge, the knowledge which is now kept here?—That might, no doubt, be so.

3315. There would be no impossibility about it?—There would be no impossibility. That is a question you would have to consider hereafter very carefully. If you add very materially to your local examinations, to your local examining bodies, you would have to consider whether there would not necessarily be some considerable addition to the existing centralised staff.

3316. (*Mr. Beckett.*) Just to make the point clear, I should like to ask you this: the Paymaster before he pays a claim submits it to a certain amount of audit, does he not?—Yes.

3317. Would it not be possible for your local representative to apply his audit to the extent that it is now done by the Paymaster before he pays the claim, and having applied that audit that he should certify it on to the Paymaster that it was correct?—It would be possible, no doubt. In that case my War Office representative would take the place of the Paymaster in the Paymaster's audit. I do not know to what extent you would like to hear one remark that I have to make about that. It is this. The Pay Department, of course, exists ultimately for war purposes. We all of us recognise that it might in peace times be brought to smaller limits; that by a certain re-arrangement of the pay offices and the clerks it would be possible to do the work probably with a smaller number of Paymasters and a smaller staff; but you then have to meet what is, of course, one of the great difficulties that the War Office has to meet at all times, namely, the contingency of an immense increase of work at a particular time. If you grind your staff down to the smallest peace limit, it is inadequate to the larger demands that may be made suddenly upon you. That is absolutely the case at the present moment. The case at the present moment with regard to the Pay Department is that it has been unable to supply the number of men and officers for the work in South Africa—work which, as everybody who comes back says, has been absolutely overwhelming—and at the same time to perform what is really the increased work that has been left upon the Pay Department at home. The Pay Department at home at the present moment has had, not only the same number of men to deal with as in peace time, but it has had an enormous mass of work thrown upon it in the way of paying all the women who get separation allowances; there have been 80,000 or 90,000 women in receipt of allowances, allotments, separation allowances, and remittances from South Africa. Thus while many, most indeed, of the Paymaster's offices at home have been denuded of their best men for South Africa, the work at home has been overwhelming, and the delay in one or two cases in making payments has been very unfortunate.

3318. (*Mr. Gibb.*) That strikes me as rather an argument in favour of the proposal; that the proposal would provide an organisation which would fit the circumstances of war as well as of peace better than

the organisation which now exists, because it would not be so liable to complete disorganisation by withdrawal of officers for other purposes?—In that case you have to meet the other alternative. Supposing you keep the same number of men going, and have a great deal less work during peace time, then you have a number of men demoralised by that which is the worst form of demoralisation, not having enough to do.

3319. (*Sir George Clarke.*) Do you think that, as a matter of principle, the combination of the functions of a cashier and those of principal auditor is sound?—I think it is not an undesirable one with the audit of the War Office behind it.

3320. It being of course impossible that it should be a full and complete audit?—It is a full audit, except with regard to the pay of the men.

3321. (*Chairman.*) But you do not think it is desirable that the auditor should in any way be responsible for issuing the money in respect of which he conducts the audit?—If you ask me, I do not think essentially it is a desirable thing. We have, for practical purposes, recognised the Paymaster's audit as practically sufficient, but if you ask me whether I think it is very desirable that the Paymaster's audit should be accepted as final, and whether I do not think it a superior system that the War Office should audit throughout, I confess that I think a universal audit of the War Office throughout is a superior piece of organisation. In practice, I do not think that what we have accepted, which is the audit by the Paymaster of charges which are made by his sub-accountants, and which come to him in a form in which it is almost impossible that there should be collusion, has, as a matter of practice, broken down, or that there has been a loss upon it; but theoretically I agree with you. I think the old arrangement, under which it was considered the paymaster lay outside the War Office, and that the War Office audit ought to be absolutely complete, not only of those payments which the Paymaster had made himself but of his subordinates' payments, was in principle the more complete arrangement.

3322. Our suggestion is that instead of the absolutely independent audit being conducted here in Pall Mall, it would be conducted by, as it were, small sections of this office, transferred in the case of Dublin to Ireland, and so on?—Several points strike me with regard to that. Unmistakably, to a great extent it could be done. Of course, as we all know, administratively anything can be done; it is a matter of worse and better; you can do anything. But, in the first place, what strikes me about that decentralised War Office is a certain lack of that absolute independence which the War Office here possesses.

3323. Why should it lack that independence, because the Auditor of Dublin would be not responsible to the General Officer Commanding the Forces in Ireland, but responsible to the Accountant-General here?—The Accountant-General would be a long way off, and the General Officer Commanding in Dublin very near; and the auditor would have to get his authority from the Accountant-General here, whom he would not see probably more than once in two or three years, or perhaps it might be somewhat more frequently, and by correspondence, as against communication with a person whom he would be meeting constantly and always. I think it is almost impossible that ultimately the feeling should not be rather local than centralised. No doubt, you have also to reckon with the social influence of the place where a man lives. If you were to make the change to-morrow, the men who went out from here, formed by the traditions of this office, and with the knowledge of our general lines, would be people who would be guided by what we do here; but how long the local office would ultimately maintain that tradition away from here, it is difficult to say.

3324. But in the first place, with regard to correspondence, I do not see that the need would arise for very much correspondence between your representative, say, in Dublin, and yourself, because he would take large delegated powers from you; and with regard to his not keeping up the traditions of the department, it would be in my mind that there should be interchangeability between your representative in Dublin and the office here. Your representative in Dublin might come up here and serve here for a time and bring you, it seems to me, very valuable acquaintance

with local needs; and, on the other hand, the man who went down from here and took his place would go steeped in all the traditions of the Central Office?—No doubt a great deal might be done in that way. I have not, of course, heard your deliberations and do not know exactly what you are working towards, but I confess I do not quite see *prima facie* what the enormous advantage is, or what the relative advantage is, of a localised office as against a central office. I have no prejudices in the matter; I have as open a mind in the matter as it is possible to have; if I understood a little better what is the precise advantage to be secured by a localised War Office as against the Central War Office, I could try to meet you better perhaps.

3325. I think I may say that, amongst other advantages, there would be the theoretical superiority of an audit which was an audit, and was in no way conducted by officers who were also responsible for issuing money, that there would possibly be a saving of time in the saving of correspondence through the audit being conducted locally; that a Command like Ireland would be rendered more self-contained in every way, and that in the event of operations abroad it would be more easy to transfer, let us say, to the base of operations this Dublin Section which had become accustomed to an independent existence than it would be to transfer a section from this office, and so to secure a more immediate audit; for I think we all recognise that an audit which lags considerably behind the expenditure is not likely to be very useful?—As regards actual effective proximity, the representative of the War Office in Dublin would practically be no nearer a payer or payee in Cork or Belfast than we are in London. With regard to those things which are paid at Dublin itself, it is possible to suppose that in his intercourse with the General Officer Commanding, or with the Commanding Royal Engineer, or with the Principal Ordnance Officer, he would come into more immediate personal contact with him over any question of doubt, and be able to see him and get his personal explanation; but that would only apply to the one particular place in which the auditor happened to be. Directly you get out of a radius of 20 miles of that place, his personal intercourse is nil; it is an intercourse by letter, and considering the facilities of postage there is practically no difference between London and Dublin. With regard to transference abroad, in the case of active operations, I suppose that what you have in your mind is not only transference of the Pay Office from Dublin, but a further transference of a War Office auditing section from Ireland. But it is impossible to suppose that Ireland could be left at any time without much the same number of troops as went out. At the present moment there are in England quite as many troops as there are in ordinary times, apart from the war.

3326. Precisely; but you would have a section who had become accustomed to act by itself, and would be independent, and it would be much easier to detach that to any foreign part?—That would be so, no doubt. Assuming that it is desirable to have a War Office audit at the base of operations, you could transfer it bodily; but your trouble would be removed only one degree back because you would have to recreate a new War Office section at the place from which the War Office section had been sent out.

3327. (*Mr. Gibb.*) You said at the base of operations; do you mean at the base of operations, or at the place from which the local audit was transferred to the base?—At both. You would transfer one local audit staff from a place at home, say, Dublin, to abroad, but then you would have to recreate an equivalent staff, and a staff performing more difficult duties, and with less experience than the staff.

3328. I suppose, practically, what you would do would be to send out some and keep some, and the half you sent out would take charge of the new men, and the half that were left at home would take charge of those who were left at home?—Yes, you would doubtless try to meet the difficulty in that way.

3329. (*Sir Charles Welby.*) But that argument would not apply quite so strongly to the case of an Army Corps, say, at Aldershot or at Salisbury Plain, consisting almost entirely of Regulars, which would be transferred *en bloc* to the seat of war, would it?—Salisbury Plain, as a permanent camp, is not yet, of course, in existence, but Aldershot has been kept full of troops. You have a force at Aldershot close upon what you

Mr. F. T.
Marzials.

4 Feb. 1901.

Mr. F. T. Marzials.

4 Feb. 1901.

have in ordinary times at the present moment; and what I want to emphasize is, that it is a force consisting of men merely temporarily brought together and not in habitual existence like a force of regulars, and consequently requiring greater charge and greater care.

3330. (*Chairman.*) That would all be part of the additional trouble and expenditure which is always consequent upon military operations?—That is so, no doubt.

3331. (*Mr. Beckett.*) I take it that the Army Corps would not be transferred bodily from Dublin, but only a part of it?—That is, of course, in the future; that is part of the Army organisation of the future, which is not settled yet.

3332. (*Chairman.*) But to come back to Ireland again, I have not got it quite clear in my mind what you meant by a sort of pre-audit of the contract; do you mean that a department, let us say the Department of Works, would make a contract for a building, and the contractor would send in his bill, which would be certified by the department dealing with works as having been incurred, and then at the present time the quantities and so on in the contractor's bill are tested up here afterwards?—Yes.

3333. That is a kind of professional audit?—That is so.

3334. Then the vouchers for the payments are all audited in the ordinary way?—Yes.

3335. Having worked out that the quantities in the contractor's bill are all right according to the contract, then the audit consists in seeing that the money has been duly paid to the contractor, and that he gives a proper receipt for it?—Perhaps I had better explain what occurs with regard to a bill of that kind. A bill of that kind comes to this office. It is "computed," that is, everything that is mere calculation is checked, and then it goes to our professional surveyors, who give it a professional audit with regard to the quantities and that kind of thing, and then it is compared with the contract to see that the prices are in accordance with the contract, and then we pay it.

3336. (*Mr. Gibb.*) By whom is the last comparison made?—The last comparison is made by the Account Branch. The professional audit is simply an audit as regards quantities and that kind of thing.

3337. It is not made by the Contracts Branch?—No, the Contracts Branch does not touch the bill at any stage; they are supposed to have made the contract as an independent thing, and then it is for us to see whether the payments agree with the contract as made. It is the Account Branch which sees to the correspondence of contract and bill.

3338. (*Chairman.*) Does this take place with regard to contracts under 100*l.* or in regard to contracts over 100*l.*?—It takes place with regard to contracts over 100*l.* which are paid here. With regard to contracts under 100*l.*, the same process is gone through in the districts; the paymasters perform really what we perform here, but the bill is examined here afterwards; it is paid and comes into the account, and then the process of seeing about the quantities by the professional men is done after payment, instead of before payment as in the 100*l.* case.

3339. Then, in the case of works, it would be the smaller contracts that are dealt with now by the paymasters and they would be dealt with by a local auditor who would take over the Paymasters' functions?—That is a question which will have to be considered: whether the War Office itself having been decentralised, the old limit of 100*l.* and over 100*l.* should be retained; whether the War Office here as the central body would still pay bills over 100*l.*, although they had a delegated War Office in Dublin.

3340. There is a convenience in the War Office dealing with large sums?—There is no doubt. There is a financial convenience which you will understand immediately. We know as we pay from week to week what money we are issuing, and the information is of great importance. We can, of course, only spend the funds that Parliament has allotted to us. If those funds run out, we have to go to Parliament again for more. That was really the explanation of the early Session of Parliament in December, that our funds were likely to run out before the 31st March.

3341. (*Mr. Gibb.*) But is the act of payment and the act of audit of in the same department now at the War Office?—The audit is made by one branch and they pass the bill to the paying branch, who issue the cheques.

3342. (*Chairman.*) But both those branches are under you?—Yes.

3343. (*Mr. Gibb.*) Then has your audit branch to send to your paying branch for information?—No, I get it from my paying branch. They can tell me day by day what bills are being issued.

3344. I do not follow what the difference would be then, assuming there were a local audit and a local paying branch. At the present time, your audit branch has to send to your paying branch for the information. If the change were made, the local audit branch would have to send to the local paying branch for the information, in both cases the information being sought in a branch outside?—No, we want to know at the central office how money is going. But I am prepared to meet you as regards that. The difficulty might, no doubt, be met by these various small local War Offices sending us weekly or daily, if necessary, returns of how their bills were going, and the bills could be tabulated in this Office. The thing could be managed without question. There would be a certain amount of clerical correspondence, but the difficulty is not insuperable.

3345. (*Mr. Beckett.*) It is a very simple thing for a branch to send up a slip of paper to the head office with the sum that is issued that day written upon it?—Yes.

3346. That is done in business continually without any difficulty?—Yes; of course you would have very many returns from whatever number of small offices there were in the country. They would send up their statements weekly, or daily, classified to a certain extent. That might even be done, of course, here. I may add that it has not been hitherto considered a desirable thing to leave very large sums of money with the paymasters.

3347. But, surely, under that local system you would still pay bills for large amounts; the local auditor might forward them direct to the War Office?—Yes, that could be done.

3348. Your audit office now forwards direct to the Paymaster?—The auditing branch now forwards direct to the paying branch.

3349. And the local office might do the same?—That might mean a delay of three or four days in the post.

3350. (*Sir George Clarke.*) Decentralised audit does not mean necessarily decentralised disbursements?—No, not necessarily.

3351. (*Chairman.*) It might still be a convenience for large sums to be paid here?—Yes.

3352. The limit might be raised above 100*l.*?—Yes, that is not an essential part of the question; it is a question on either hand that you can meet by a small amount of official manipulation.

3353. Then you still would know where you were at the War Office?—Yes.

3354. And as regards the ordinary payments made by the Paymaster, which he does now by issuing imprests to sub-accountants, that might still go on as it is?—Absolutely.

3355. Only the accounts as between himself and the Sub-Accountant would be audited by the local audit?—That, I understand, to be your suggested arrangement—there is no trouble about that.

3356. The Paymaster would be relieved of any responsibility that he now has for that audit?—Yes; his responsibility would be limited to seeing that he was not making excessive issues, issues beyond those substantially required, but the final audit of disbursements made would rest with the local War Office and not with the Paymaster.

3357. And might that audit of the local War Office be accepted as final?—There you ask me rather a difficult question. I do not know whether you have seen the memorandum that I put in about my personal responsibility as Accounting Officer.

(*The Secretary.*) No, it has not been handed in to the Committee.

(*Witness.*) I occupy rather a peculiar position in the Civil Service in common with the accounting officer

of all public departments. I am supposed to exercise a sort of check over all expenditure; it would be my duty to solemnly protest in writing against any payment that was being made either against the law or against Treasury decision, and, therefore, my responsibilities are somewhat great; but, looking at the matter fully, I do not see why I should not accept the audit of my subordinates decentralised as well as of those in this office. Of course here, theoretically, I am supposed to audit the General Account that I sign which is presented to Parliament, but obviously, in view of the millions that it comes to, any personal detailed audit on my part is quite impossible.

3358. It is impossible as it is now?—I have, of course, to delegate the audit of innumerable accounts which do not come to me personally. If there was any question of doubt, I should be probably referred to on any question of large amount; and assuming that the local War Office was doing its duty, as one hopes it would, and that they had a general educated knowledge of what were the questions on which it would be imperative for them to refer to me, I do not know why I should not accept the audit of a clerk in Dublin just as much as I do the audit of a clerk in Cleveland House close here. In neither case is it possible for me obviously to have audited the account myself.

3359. Yes, I cannot see myself any difference between accepting the responsibility for your subordinate in Cleveland House and accepting the responsibility for your subordinate at Dublin.

3360. (*Sir Charles Welby.*) You could equally remove them if the results were unsatisfactory, whether in Dublin or at Cleveland House?—Yes.

3361. (*Chairman.*) Your local representative in Dublin would work under powers delegated from you, and would refer to you on any question of importance for your guidance and your instructions, as your subordinate now in the next room does?—That should be so, no doubt.

3362. Why I asked you whether any further audit would be necessary here, was because I wanted to know whether some small reduced test audit would be considered necessary, as enabling the Accountant-General and his staff to give more practical advice on financial questions as to the bearings and issues of certain measures?—I am glad you have asked me that question, because I think myself that that is a matter of very great importance. In all these administrative matters it is very important that the department should know not only what it has sanctioned, but also how the payments it is making work practically; and also the charges that appear in the accounts of an unusual kind or suggesting any change should immediately be brought to notice. I think really there is no more valuable education to the administrative branches than a knowledge of how the thing is working through the accounts.

3363. But if you had interchangeability between the local centres and the Central Office, you would have a great deal of practical knowledge in that way?—No doubt, and I suppose that under your scheme you would allow, for instance, a certain amount of centralised audit and examination in the War Office itself; or would you propose that in the case of London payments, what are called the Home district payments, there should be a separate body, apart from the War Office itself, to conduct this, just as there was a separate body in Dublin, or would you propose to allot such audit to the War Office?

3364. I think we can leave the Home district alone for the moment?—Why I was asking the question was this: If you allot the audit of the Home district accounts to the War Office, of course the central War Office would get a certain amount of information from the accounts that it had itself to audit.

3365. I see. Then again you might also, for the purposes of supervising, as it were, these local detachments of the War Office, possibly keep a small staff who would pay surprise visits and report to you?—That, no doubt, would be desirable.

3366. You think that would be desirable?—No doubt it would be desirable.

3367. But if you had such inspectors, then you could practically accept the local audit in Dublin as final, bearing in mind of course that there is always the review afterwards of the Comptroller and Auditor-General, and that you have to look to your particular

responsibility as Accountant-General under the Secretary of State?—Like all men, of course, I naturally prefer that the person who is responsible to me should be close under my hand, so that I can speak to him and see what he is doing and consult with him; that there should not be the trouble of an official letter to me when there is any question of doubt, but that he should come to my room and discuss the matter. I naturally prefer that arrangement to an arrangement by correspondence, which we all know is not the same thing. But apart from that, speaking frankly, I do not see why, if there were a local War Office, with a fair amount of supervision from the central body, with liability to change from station to station, and as you say some inspection, I should not freely accept that audit as sufficient for my purposes. You will, of course, understand that in any arrangement that might be made of that kind I should have to get the Treasury sanction to cover me.

3368. In accepting such a change?—In accepting such a position I should have to fully explain the circumstances to the Treasury and say, "I propose to take this audit as final, and you must be satisfied that my position is safeguarded in the matter."

3369. Yes, I think there is no difficulty about that.

(*Sir George Clarke.*) Do you not think there would be a certain amount of advantage in this decentralisation from the point of view that the auditors in the districts would be brought into close contact with the actual working of the financial regulations in the Army at its work?

(*Witness.*) I confess I do not see much advantage of the kind, and I will tell you why. As I said before, the accounts staff at the headquarters of the Dublin district would only be immediately concerned, and in actual touch, with such troops as happened to be in Dublin, just as we are only immediately in actual touch with such troops as happen to be in London. When you once get, as I said before, beyond 20 miles from any particular station, your personal touch is no more than the personal touch of London.

3370. There is a sort of general feeling, I think, in the Army that sometimes the practical working of what are called financial regulations is bad, because the people who make them are not quite in sufficient touch with the Army. Do you think that that sort of idea would be knocked on the head if the touch were established with the districts?—There might be some kind of sentimental feeling of the sort very possibly.

3371. And might not the knowledge that would be brought into the War Office by the decentralised auditors when they come up for a tour of service here be of some service to the War Office?—I do not myself see that the local auditing body would be in much closer touch with the troops than the central War Office in London is. That is where I do not quite see where the advantage comes in.

3372. (*Sir Charles Welby.*) But with the Military staff in the district they would be in closer touch?—We are in very close touch here with the Headquarters Staff, and not only with the Headquarters Staff, but with the Home district.

3373. (*Mr. Gibb.*) Is not the real answer to Sir George Clarke's question that it would depend largely upon the conduct and administration of the local auditors?—There is a great deal of the personal equation in all these matters.

3374. If the audit was a sympathetic one, the district officers might like it better; if it was a more unsympathetic one than that of the War Office, they would not like it so well?—That is about it. As regards the sympathy of the thing, I think that the local audit would be scarcely really as sympathetic as the central audit. Naturally, for such administration they would have to be bound by somewhat more stringent rules than the people at Headquarters. I think we here at Headquarters feel a certain amount of latitude and a certain amount of sympathy that it is difficult to formulate and delegate in words.

3375. The higher the officer, the more responsibility he is prepared to take?—Yes, the higher the officer the more responsibility he is prepared to take and to assume.

3376. (*Sir George Clarke.*) Letters sometimes pass from the War Office to districts on small financial matters which certainly, in the past at least, have had a certain amount of irritating tendency?—That is so, without question.

Mr. F. T. Marzials.

4 Feb. 1901.

Mr. F. T.
Marzials.

4 Feb. 1901.

3377. Would not that kind of correspondence perhaps pass away if the people addressed could go in and talk over the matter with the local auditor. Words so often are very different when they are spoken from what they seem when they are written?—That is so, no doubt.

3378. (*Colonel Miles.*) Would it not tend rather to throw the correspondence between those people who are in close touch, namely, the local auditor and the district staff, instead of, as now, between the representative of the Military Staff, who cannot have quite the same knowledge of the circumstances, and your branch in the War Office. Take the case of travelling expenses; take the question of pay that arises and so on; such questions now come up here through the military and across to you in this house, whereas it would be settled locally with a full knowledge of the local circumstances?—That would be so, no doubt, in a great many cases. When you say with a full knowledge of the local circumstances, I come again to my old point. Even the officer at Headquarters is not always dealing with the thing personally under his hand; he is often dealing for instance with a claim for travelling expenses of an officer in some part of a district whom he neither sees, nor can see.

3379. But he gets a much greater knowledge of the local circumstances, say, in Ireland, than he would here?—Certainly.

3380. (*Chairman.*) Are you consulted in a friendly and informal way by officers as to whether any action which they may contemplate would or would not conflict with rules?—Hourly. Colonel Miles knows that very well.

3381. Then, would it not be an advantage if the Staff, say, in Ireland, could consult the local auditor and get his useful and sympathetic advice there as they would here?—No doubt.

3382. That would rather oil the wheels of the machine and prevent possible references and correspondence up here?—No doubt. In looking at the question all round, you have, of course, to consider further that my subordinate officer must have a certain amount of correspondence with me in that case, which at the present moment does not exist.

3383. Yes, he would have to have some correspondence with you, but not necessarily very much?—On either side, no doubt, we should try to minimize it as much as possible.

3384. If you gave him full delegated authority, he would only correspond when the question went outside the four corners of that delegated authority?—No doubt.

3385. (*Sir George Clarke.*) And that correspondence between you and your subordinate could never be of a controversial nature?—I do not know that; I am not prepared to go as far as that.

3386. (*Chairman.*) Admitting that it might be of a controversial character, it would, at any rate, never create any friction between what we may call the Military side and the Civil side?—No. I wonder if I might make a remark on that point. There is a certain feeling about, I think (perhaps in the Press), to the effect that this is a place in which there is constant antagonism going on between the Military and the Civil elements. I can only say that I think that that is an immensely exaggerated view; as regards my own branch, I am quite sure of it. You asked me just now whether there was not frequent personal intercourse. There is the most frequent personal intercourse, and intercourse always, I may say, of the most absolutely kindly and friendly nature, in which, where we differ at all, I am quite sure the Military recognise that we only differ from seeing, perhaps, another side of the question than their own, and that we are anxious to do things certainly not from class feeling as between Military and Civil, but simply both of us on either side trying to do the State service. This is a matter on which I feel rather strongly, and I hope you will allow me to express myself to that effect.

3387. We are very glad to hear what you say.

(*Sir Charles Welby.*) And as regards the Districts, because of that want of touch, there is not that same confidence and feeling of mutual affection between the district staffs and the Civil side of the War Office as there is between the different sides of the Head Office.

(*Witness.*) I think, very often, they may put down to the Civil side, decisions for which the Military side is equally responsible.

3388. (*Chairman.*) Assuming that the suggestion were carried out that the audit work that they now do is taken from the Paymasters and given to a local War Office Audit Branch would it, or would it not, be possible to reduce the number of Paymasters?—I think there is no question that it would be possible to reduce the number of Paymasters, even without such an alteration as you propose; I think that if you concentrated the Paymasters more and left them less in various parts of the Kingdom—if you concentrated, for instance, a larger number in Dublin, making Dublin a larger centre, and in Belfast, perhaps, and Cork, and did away with other pay offices—you might reduce the number of Paymasters even apart from any suggestion such as you are making at the present moment. But then, I go back strongly to my original point; you are utilising these Paymasters now at certain places for certain purposes, and you have not got one single man more than you require in war. Although, therefore, I think you might reduce the number of Paymasters, even without the change you are contemplating, and with the change that you are contemplating, you might, I think, even further reduce the number; yet, if you came to a war time you would, I think, greatly regret having made the reduction.

3389. But the point I want to get at is this: Having regard to the exigencies of war and the necessity of always keeping a certain larger number of Paymasters than is strictly necessary, bearing that in mind, would this suggestion make for a reduction in the number of Paymasters in itself?—Certainly. If you take away from the Paymaster the work of examination of a large portion of the payments that he makes, and throw that back upon another body, you most distinctly then can reduce the number of Paymasters; but I am not prepared at the present moment to speak without further details as to what ought to be the strength of your disseminated War Office.

3390. No; it is conceivable that if, for instance, you take away the whole of the audit from the Paymasters and put it on the War Office, which now only does a test audit, you might want to strengthen your War Office Audit Branch?—It is not even quite that; you have, of course, also to recognise this: Supposing that you got a certain number of small War Offices at each of these stations, you have to consider what class of man you have to put in command of each. You cannot place a clerk there whose position is not adequate. At the present moment, for instance, in my branch here, the establishment of each recognised sub-division is a Higher Division Clerk for principal, a second Higher Division Clerk for assistant principal, and then there are a certain number of Staff Clerks of the Second Division and Second Division Clerks. You could scarcely put a Second Division Clerk in charge of an office in Dublin, for instance; if he is to hold his own, he must be a man who has been in a position of considerable independence here; if he is to hold his own against the General Officer Commanding in Ireland, and the local staff generally, he must be a man of some standing.

3391. Yes, you must have Higher Division Clerks?—That means that you must have at these various stations a staff more highly paid and of a superior kind to that with which it is possible to work when you have all the office in one place.

3392. That would rather depend upon the number of these stations, the number of units that there are?—That is so. It would require a re-arrangement of the Staff and an addition.

3393. (*Mr. Gibb.*) But as regards the reducing of the number of Paymasters so as to deplete the necessary supply in war time, you have to consider that by simplifying their duties you make it more easy to get a temporary expansion of the Paymasters during war?—I do not very well see how during war time you could carry on the organisation of purely cashier Paymasters and of a local War Office examination at the same time. It would require a very large office at the present moment for a War Office at the Cape, and rather a costly one, I fear.

3394. (*Sir Charles Welby.*) Was it not strongly urged at one time that a local War Office should be sent to the Cape for this purpose?—It was proposed that a certain

number of clerks should be sent out to advise financially.

3395. (*Chairman.*) That means to advise as to the interpretation of rules, does it not?—It is much more than interpretation of rules in South Africa at the present moment.

3396. (*Mr. Gibb.*) My question was not so much on the audit part, but distinctly on the point of getting Paymasters to do the necessary cashier work in war time?—Certainly. If you had a staff of Paymasters out at the Cape whose duty it was simply to disburse money without seeing that accounts were rendered for that money, which is an immense work at the present moment, unquestionably you would require fewer Paymasters, and their work would be much simplified. The enormous amount of labour at the Cape at the present moment is due to the fact that so many officers are imprest accountants. Any man who goes out in any direction to buy cattle or to buy food or to engage labour is a man with a large imprest account, which he has to clear by sending vouchers and receipts, often under terrible difficulties.

3397. (*Chairman.*) That means to say, does it not, that during war necessity forces you to turn a great many war officers into purchasing or paying officers of one kind or another?—Yes.

3398. You cannot get over that?—No, that you never can get over.

3399. If you send men out to buy cattle, it is a necessity of the moment?—Yes.

3400. (*Sir George Clarke.*) Then I suppose you would keep the number of Paymasters, under your scheme, pretty much in proportion to the number of troops; that is to say, going back to the Regimental Paymaster System, that there should be a certain number of paymasters in proportion to the number of the troops, instead of the Centralised Staff System?—I do not think it is altogether a centralised Staff system now. They have Paymasters on the Lines of Communication.

3401. In war?—Yes.

3402. But not in peace?—No.

3403. In peace time you would come back to the system by which a Paymaster existed for a certain number of men?—Yes, I suppose so. He would be a sort of centralised cashier wherever a cashier was most needed. The Regimental Paymaster used to very laboriously make up the regimental account. As you know, the Regimental Paymaster issued the money to all the Captains of Companies. The Captains of Companies rendered an account to him, and that account he took and very laboriously dissected and embodied in an account of his own.

3404. But the point is, if the Paymasters were made cashiers and a sufficient number were maintained in peace time to do cashier's work only, would that number have to be largely augmented in war time to do cashier's work only?—Unquestionably it would.

3405. (*Chairman.*) May we take it that this is correct, that the simpler you make any duties—say those of a Paymaster—the more easy it is in time of pressure to take on men to perform those duties who had not previously had experience?—Certainly, so long as you do not throw that amount of increased duty upon the second line of defence (which you would have to do). That work has to be done whether you do it by War Office officials or by a certain number of Paymasters. In either case you have to produce a body *ad hoc*; you do not get rid of the work, you simply throw it back on someone else.

3406. No, you do not get rid of the work; but if the work is of a very scientific and technical nature, and that work is likely to be expanded at any moment, you must keep a considerable body of scientific and trained men to discharge it; whereas if the work is of a very simple character, so that any educated man can discharge it, you can very much more readily expand your establishment in time of pressure?—I admit that entirely; but you have to recognise that that same work does not cease to exist. You have to put it back to your War Office examiner, and your War Office examiner (whom during war time you would have to multiply in the same way) and the staff would have to be increased. It is not that you get rid of the work.

3407. No, according to that it is conceivable that in time of war you might have to expand your audit staff

just as in time of war you have to expand expenditure in all directions?—Yes.

3408. (*Sir George Clarke.*) I suppose the rank and file of the decentralised War Office would be largely composed of smart boys who would be got locally and would not be on the establishment?—I think all the boys are on the establishment, but only for a time; they have to go at 19, or something like that. Of course, you understand that that is not the class of labour that you could employ in any case as heads of offices.

3409. Absolutely no; but the rank and file would contain a good many of them?—Yes.

3410. And the expansions that you would have to make in war would be more in taking on a great many more of that sort of lad?—I do not think you would take that sort of lad on for a foreign expedition. I do not think they have the health or the physique for it. I do not think it would be a desirable thing to do. I think, in war time, you would have, so far as you possibly could, to trust to such men as you had got, making them the first line to go out, and add to them as much as you could.

3411. Is there at the War Office any distinct line drawn between the Audit Branch and the General Finance Branch or the Accounting Branch; is there a distinct body in the Audit Branch at the War Office which goes into that body, is trained in that body, and is promoted in it?—No.

3412. There is no distinct audit body educated in it as such?—No. Of course, there are some sub-divisions which are more distinctly concerned with audit than others, and in those sub-divisions the Second Division Clerks are not very often changed; they mostly remain in the sub-division for a long time and so acquire a great knowledge of that particular class of work. But there is no rule which would prevent my moving a man out of an audit room into any other room, nor does promotion go in that way.

3413. So that a man's duties vary very much from time to time during his service?—Yes; as regard the Higher Division Clerks it is constantly so; we try to give them the greatest experience we can.

3414. (*Chairman.*) In fact the audit at the War Office does not mean what is generally meant by audit, it is that and something more, viz., an examination to see if the expenditure is according to regulations, and very complicated regulations, and the more a man moves about the department, and the more he gets to know the regulations, the more generally handy he would become?—Certainly.

3415. (*Sir George Clarke.*) Do you think that any general simplification of the regulations is possible?—I think it is the desideratum of all our lives.

3416. Is the task hopeless? Could they be codified and simplified without financial loss?—I think in certain respects some simplification is possible. But if you ask me whether any simplification is possible I can scarcely answer yes, without eliciting the reply, "Well then, why have you not simplified?"

3417. I promise not to do that?—It is, I think, more difficult than almost anybody can say who has not had any dealing with the matter, in detail. You have to deal with bodies of men in the Service, officers of 40 and 50 and 60 years' service, you have to deal with soldiers who have been in the service 21 years and more; and, therefore, you can perhaps understand how difficult it is to make any new arrangement that shall not at some point or another touch some vested right, and directly you do that you have to respect your vested right and a certain amount of complication is inevitable. But nobody can be more keen than I am to try and get more simplification. There are one or two points on which I am not hopeless.

3418. (*Chairman.*) But, for instance, have the proposals, so far as they have been carried out, of the recent Decentralisation Committee tended to a simplification or reduction of regulations?—I do not think they have very materially tended to simplification, so far as I can judge.

3419. They would, I suppose, tend in that direction?—I have not the slightest objection to decentralisation, in fact I think we all court it so far as we can; but I do not think there has been very much real simplification of regulations from it.

Mr. F. T. Marzials.

4 Feb. 1901.

Mr. F. T.
Marshall.

4 Feb. 1901.

3420. (*Mr. Gibb.*) Do you think that regulation is carried too far and made too much a substitute for discretion?—I do not think it is. You have to remember that you are dealing with an exceedingly peculiar class of labour in the British soldier. If you give a certain latitude you will be dealing differently with a man in Ireland and with a man at Aldershot and with a man at Shorncliffe, and those men do not always remain there, they interchange, and a man says, "I got this at such and such a place, why do I not get it here?"

3421. Of course simplification of regulation may have two meanings; it may mean "express your regulation more clearly," or it may mean "do not regulate so much"?—Yes.

3422. (*Chairman.*) On the last point, "do not regulate so much," though it may sound a paradox, is it not probably true that the better a public department, and the more completely and thoroughly it does its work, the more inclined it is to make more regulations to provide for every possible contingency?—Yes, there may be a tendency of that kind.

3423. I have known a case in another department of a high official who was specially deputed to simplify and purge some regulations, and he found out in the course of his task that there were a considerable number of regulations which had been established as a consequence of some single particular incident; that is to say, some single particular incident had occurred and the department said, "Very well, we must complete our code of regulations; we cannot have this left an open question," and then the regulation was established. Time had elapsed and circumstances had changed, and there was no human possibility of such an incident ever again arising; but the regulation remained?—It is quite possible.

3424. (*Sir Charles Welby.*) But you are now, are you not, perpetually carrying on, so far as you can, the process of simplification of regulations?—We are trying. I am only too ready to assure the Committee that, so far as regards the simplification of regulations, we are very keenly alive to the desirability of doing it.

3425. (*Chairman.*) Practically speaking, I suppose, your time is so much occupied in administering the regulations as they are, that you have not sufficient leisure to simplify them?—Very often.

3426. Now assuming that the rather anomalous position of the Audit conducted by the Paymasters suggests the necessity of a remedy, there would, of course, be another alternative to decentralisation, and that would be this: while reducing the Paymasters, as before, to the position of simple cashiers, to centralise all Audit at the War Office. What do you think of that? That does not appeal to you?—No. That could be done, no doubt. As regards the alternative of that or a decentralised Audit at the stations, it is difficult to say either way. It would mean a very overgrown department here, I think. It could be done, of course.

3427. Yes, of course, everything can be done; but would there be any practical advantages in the way of efficiency or economy or anything else in such a suggestion? There do not seem to me to be any of the advantages that there would be as far as regards decentralisation which we have already enumerated?—There would be the practical advantage that you can always get from any centralisation, viz., one unique direction, acting on the same lines, with regard to various classes of things, in exactly the same way.

3428. (*Sir George Clarke.*) It would mean an appalling amount of correspondence, would it not?—Yes, it would. You would concentrate in this one office an amount of correspondence which is now disseminated through all the Paymasters' offices all over the Kingdom.

3429. (*Mr. Gibb.*) Are you, in that answer, ignoring what you said before: that it is just as easy to write to London from a local station in Ireland, as it is to write to Dublin?—I do not think the correspondence is so much my difficulty, as the immense concentration. You would not only be doing what the War Office is doing now, but you would be doing what is being done by the various pay offices all over the Kingdom. It is an immense concentration. If you really want my opinion about it, as the matter has not been presented to me before, I would rather think about it and let you know later on. I hesitate to give an immediate opinion about it.

3430. (*Chairman.*) Yes, if you would think it over, you might give us your opinion about it; but the first impression that is produced upon you is that it would lead to a very great deal of correspondence and a very overgrown staff here?—Yes.

3431. (*Sir Charles Welby.*) It would not involve sending up more documents in actual bulk than at the present time. Does not the Paymaster practically forward the whole of the accounts?—No, in actual bulk of accounts and documents, I do not think there would be much more sent up here than at the present moment.

3432. (*Chairman.*) But there would be more correspondence?—It would be so inevitably. The Paymaster at the present moment gets an account from the Captain of a Company; he examines that account; and, if there is anything wrong in it, or he objects to any of the charges, he sends his communication straight back to the Captain; the Captain sends a reply back to him, and he corrects the account before it is sent to us. All that correspondence would have to be carried on by every Captain of a Company throughout the Kingdom with this office.

3433. And at Foreign stations?—I do not know how far you would bring Foreign stations in. In all the answers that I have been giving, I have been referring to Home stations. The question of Foreign stations is a distinct one, and you would have to give me some basis before I could answer it.

3434. (*Mr. Gibb.*) But if the Paymasters were made cashiers would not the auditor, whether he was stationed locally or stationed at the War Office, have just about the same amount of correspondence?—Yes, there would be the same amount of correspondence unmistakably; only in the one case it is managed through the various regimental Paymasters, and in the other case it would be concentrated here. There would be no more in the bulk.

3435. (*Colonel Miles.*) But a great deal would be done by word of mouth instead of writing?—At regimental districts, for instance, the Paymaster and the Depot Companies are at the same place, and it is conceivable that he walks across from the Orderly Room and settles some questions verbally.

3436. (*Sir George Clarke.*) Would you see any objection to the Ordnance Factories being treated just as, say, Ireland; that is to say, that they should have a complete audit satisfying all requirements done within the Arsenal?—I think my difficulty with regard to that in the case of the Ordnance Factories is that the auditing body ought rather to be in touch with us here at Headquarters than in touch with the factories. I think that whatever financial check (I hate the word "control") or advice is to be given, had very much better be given here centrally in concert between the Financial Secretary and the Director-General of Ordnance, than given by anybody working down there altogether.

3437. But as regards the mere audit of accounts that is partially done there now, do not you think that audit might be made complete, so as to save any reference except on matters of peculiar and special importance?—I see no objection to that. The pure audit is mainly done down there now, I think.

3438. A great deal of it; but all the bills are sent up?—Yes, the bills are paid here. The accounts themselves are audited locally.

3439. (*Sir Charles Welby.*) I suppose you have not gone into the question at all how far such a decentralising of the arrangements as we have suggested would modify the distribution of the work of your department, how far it would be possible to dispense altogether with existing branches?—No, that would be a question which would require a very considerable amount of working out. If you decentralise a vast amount of the work, and only leave a very small portion here, my staff here would probably consist of a small secretariat. In the reorganisation of my own department, I should naturally not require branches of the same strength as at present to deal with the things that had been decentralised; and, if the whole audit were removed, a complete reorganisation of my own branch here would be imperative.

3440. (*Sir George Clarke.*) Take, for example, the case of Foreign stations; would it be possible to have a Mediterranean audit; to have your little War Office either at Malta or Gibraltar, and to deal with the

Mediterranean group there?—That would, no doubt, be quite possible. Of course, there are many other smaller stations where it would scarcely be worth while to institute a War Office. That would mean a Higher Division Clerk (perhaps two when you consider the question of leave) where you only had one regiment or one or two batteries of artillery.

3441. (*Chairman.*) But the Mediterranean audit might include Gibraltar, Malta, and possibly Egypt?—Yes.

3442. (*Sir George Clarke.*) The Regular Army in Egypt and possibly Cyprus?—Yes.

3443. (*Mr. Beckett.*) Under this decentralisation system as now proposed, I gather that you think it would be possible to dispense with the test audit which is now conducted at the War Office?—Certainly. If an audit were made in full, and that full audit could be accepted by me, as I imagine it could, as the final audit, the test audit would naturally fall; it would be unnecessary; it would be supererogation.

3444. In fact, under the proposed system, it would be an entire and complete audit?—That is as I understand what the Committee are contemplating.

3445. And your principal objection to it, I gather, is that you think it would be a little lacking in elasticity in the case of war?—I think it would be very difficult to provide a staff of Paymasters under such a system sufficient either in numbers or training for war, and also to supply from the War Office that additional amount of supervision which would be required, the Paymasters' duties being so considerably simplified, and the more important and difficult duties being thrown upon the staff in this Office, which would have to be sent out for the purpose.

3446. May I ask what is done now. In the first place, you have to improvise or extend the system as it is now, in time of war?—The Paymasters do it now.

3447. But you have to increase their number?—So far as one can. What we have done as a matter of fact is this: we have sent out a certain number of our Paymasters here, and we have applied to every retired Paymaster on the list who was available to come back; and even so we have not had enough.

3448. But you have to increase the number of these Paymasters?—Yes.

3449. And as the Chairman has pointed out, they have more complicated duties to perform under the present system than they would have to perform under the simplified system?—Yes.

3450. And, practically, under the new system, all you would have to do would be to send out a greater number of trained officials from your department at the War Office?—Yes.

3451. (*Sir George Clarke.*) I see in your General Remarks on Treasury control you say: "But generally it may be stated that the Treasury Rules as to the control of Army expenditure are reasonable, having in view the objects to be attained, and are reasonably applied." I take it that that is covered and governed rather by the words, "having in view the objects to be attained"; that is to say having in view generally the objects which the Treasury wishes to attain, you think that the way in which the control is exercised is reasonable; but that does not mean, I take it, that you consider all these small things such as granting an increased price to a contractor, abandonment of claims, and so on, are necessarily to be referred to and considered by the Treasury?—In using the words "in view of the objects to be attained," I did not mean exclusively the objects to be attained from the Treasury point of view; I meant, rather, the objects to be attained from the Parliamentary point of view of control over expenditure; and I confess that I do not think that the control of the Treasury is needless or unreasonable.

3452. Then you do not think that in any of these cases which you have noted in your Memorandum, any relaxation of control or any extending of the limits within which the War Office may act without the sanction of the Treasury is desirable?—No, I do not. In the rules over the Works part there might be some simplification, but I do not think very much. I

think that the Parliamentary point of view—the Public Accounts Committee point of view—with regard to the Treasury is, that if a department wishes to go outside the provisions of Parliament, or to condone any loss, or to do anything abnormal in which personal interests are involved, the Treasury ought to come in; and I do not think myself that that is an unreasonable point of view. I certainly do not object to it myself. I think it is desirable, considering the influences that may be brought to bear upon us, commercial and other, that where there is a departure from regulation, or an excess of expenditure foreseeable, or where there is an allocation of funds away from the purpose to which they have been designed by Parliament it is not unfair that we should be asked to convince another department of the reasonableness of what we are doing.

3453. And you do not think that, in the case of a great many of these applications, the Treasury sanction is purely formal?—No, I think not; but, as regards the formality or actual informality of the Treasury sanction, a Treasury representative would be able to speak with more authority than myself.

3454. (*Chairman.*) But is it not the fact that in cases where the Treasury sanction is, perhaps, merely formal, unless you get that sanction, you have to get a sanction from somebody else—from Parliament?—Yes, I think so.

3455. I mean that it would not reduce the work of the War Office?—No, I think that as regards a great many of these things, the having to obtain their consent is not in itself unreasonable.

3456. But my point is that Parliament having insisted upon certain things, if you did not get Treasury sanction which seems to me to be almost equivalent in many cases to the sanction of Parliament, you would have to get the sanction of Parliament itself?—I think, in all probability that might be the result.

3457. But when you say that you see no reason for any enlargement of power, I suppose you would not object, for instance, to raising the power of the General Officer Commanding for writing off cash?—No.

3458. You were speaking broadly and generally?—Quite so; I was not speaking with regard to that.

3459. There are details in which it might be enlarged?—Yes, I was addressing myself really in those remarks to the general underlying principles of the control, rather than to the exact details, which might probably be altered in some respects.

3460. (*Mr. Gibb.*) Your previous answer as regards getting the consent of the Treasury, in lieu of Parliament, can only apply to cases where the Treasury consent is not followed by the consent of Parliament?—Yes.

3461. If it is followed by the consent of Parliament, then you require the consent of both?—Yes; but Parliament in this matter generally means the Public Accounts Committee.

3462. If you get the consent of the Treasury to an expenditure, that expenditure afterwards goes into the War Office Estimates, and is submitted to Parliament, is it not?—It goes into the account which is submitted to Parliament, and it is open to the Public Accounts Committee to raise objection to that particular item, as they can to every other item of the account. But, substantially, the Public Accounts Committee of Parliament, who go into these matters, generally take what the Treasury recommend.

3463. Although the Treasury recommendation has not been submitted to Parliament?—That is so; the Treasury are as it were the body to which Parliament looks to guard its interests while Parliament is not sitting, or where it may not be worth while to make final application to the House. That is what it comes to.

3464. (*Chairman.*) You are acquainted with these answers which have been sent in by the various branches of your department?—Yes.

3465. I suppose you have seen them all?—Yes.

3466. There are a few questions which I should like to ask you on those, not many; but I do not think we can sit any longer to-day, perhaps you can come to-morrow morning?—Certainly.

The witness withdrew.

Mr. F. T. Marzials.

4 Feb. 1901.

THIRTEENTH DAY'S MEETING.

NINTH DAY'S EVIDENCE.

At the War Office.

Tuesday, 5th February 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., O.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Colonel THOMAS WILLIAM DRAKE, C.B., examined.

Col. T. W.
Drake, C.B.
5 Feb. 1901.

3467. (*Chairman*.) You are Chief Paymaster of the Home District, are you not?—Yes.

3468. And I suppose you have had a good deal of experience in other districts at home and abroad?—Yes, I have had over 30 years of it—about 33 years.

3469. We understand that the Paymaster is concerned in three different classes of payments. First, he issues imprests to Sub-Accountants. Secondly, he makes direct payments for small contracts, local allowances, travelling claims, &c., and thirdly, he is concerned with payments to Reservists and Pensioners; but that last class of payments, I suppose, may be practically eliminated, it is made by money orders?—Yes, but it employs about 25 men in my office, so you can hardly eliminate it; it is the principal part of the work of the Pay Offices now in England, in fact.

3470. I do not mean to eliminate it in the sense that it causes you no work, but as regards your responsibility for cash payments?—As regards cash, there is no cash; it is all done through the Post Office.

3471. Then is there no responsibility for cash?—Yes, a very great deal.

3472. How are the payments actually effected?—Do you mean in what way is there responsibility attached to it?

3473. I understand you draw out the lists, do you not?—We receive lists from Commanding Officers showing the women who have to be paid, and we enter them on our own lists and draw out orders for them. The responsibility, of course, comes in in making incorrect payments, or when money orders are being wrongly used.

3474. But do you verify the names of the claims sent up to you from the Commanding Officer?—No, we do not verify the names; we cannot verify the names, we have to take the Commanding Officer as really responsible for the claims he sends in.

3475. For their being genuine claims?—For their being genuine claims.

3476. Then what do you do with them?—We pay in accordance with those rolls.

3477. You pay them by money orders?—We pay them by money orders.

3478. Who issues the money orders?—They are drawn out by clerks.

3479. In your office?—Yes, and they are checked by an officer.

3480. By an officer of the Pay Department?—By an officer of the Pay Department. We draw now about 11,000 orders a month, I suppose.

3481. Is there much responsibility in it?—A very great deal.

3482. In seeing that the amounts are correct?—In seeing that the amounts are correct. There is no recovery. You cannot recover them, and there is also responsibility in case of losing money, the orders being misappropriated by your clerks.

3483. Then, on the roll reaching you from the Commanding Officer, you issue the payments in money orders?—Yes; all casualties are notified afterwards by the Commanding Officer, and, in the case of women, if they get increases in family, we work them on our own responsibility. That does not go to the Commanding Officer.

3484. If there is an increase in the family?—Yes, that is if there is an increase or an alteration in the allowance granted to them.

3485. What receipts do you get for these money orders?—None, except a great outcry from the women if they do not receive them. There is no positive proof. The proof is rather a negative one, but it is a very good one.

3486. Unless there is an outcry you simply take it that the money has been paid?—Yes; that the order has been received. There is always proof, of course, afterwards, because the money orders are retained at the Post Office for a certain time and then forwarded to the War Office. They can always be traced afterwards.

3487. If they are not delivered to the right person?—Yes.

3488. Supposing that they are delivered to the right person, nothing more is heard of them?—No.

3489. (*Mr. Gibb*.) You do not examine them at certain periods to see if they are right?—Yes, the War Office do that.

3490. (*Chairman*.) How do the War Office do that?—They have a branch here on purpose for it.

3491. But what do they examine?—We send them advice lists, an advice of every order that is issued, and the War Office check the orders by the advice lists.

3492. And they satisfy themselves that the orders have been issued?—They satisfy themselves of that.

3493. (*Mr. Beckett*.) And they check them off as the orders come in, I suppose?—Yes, they check them off as they come in. The orders, of course, go the Post Office first for a couple of months.

3494. But when they are sent in from the Post Office they are checked off at the War Office?—Yes, against the advice lists which we send them.

3495. (*Mr. Gibb.*) Do the recipients of the money call at the Post Office to get it?—The orders are sent to their private addresses; the women have to go to the Post Office to cash them.

3496. (*Chairman.*) As regards other classes of payments, you issue imprests, as they are called, to Sub-Accountants who are generally Captains of companies?—They are Captains of companies as a rule. Of course, all heads of departments draw a certain amount for the payment of their subordinates. For instance, the Ordnance people will draw a certain amount for payment of their subordinates; it saves their coming up to the Office.

3497. Then on what do you issue the imprest; do you receive a demand for the imprest?—Yes, we receive a requisition.

3498. A requisition from the Captain?—In many cases they send in a requisition at the beginning of the month; we make out a list of the money due to officers commanding companies, or to regiments, and we make out the cheques weekly.

3499. You take their statement of the numbers of the men they have got?—They demand so much money. Of course, we know what would be required as a rule to within a little.

3500. You know how many men they have got?—We know the Establishments. We do not know how many men they have until pay lists come in at the end of the month to cover the amounts.

3501. (*Mr. Gibb.*) The demands are accounted for afterwards?—The demands are accounted for afterwards by the pay lists.

3502. (*Chairman.*) Then on that demand which you receive according to the Regulations you issue the money?—Yes, we issue the money.

3503. (*Mr. Gibb.*) I understood you to say that you get a demand for so much money, and you simply issue the money demanded?—Yes.

3504. Relying upon subsequent account?—To see that it is correct.

3505. (*Chairman.*) Relying upon the subsequent pay lists?—Yes. Of course, if we received a very large demand we should ask for an explanation; but we know, as a rule, how much a company will require, and the demands are always, within a few pounds, about the same.

3506. Then you receive the pay lists at the end of the month?—The pay lists come in at the end of the month; that is to say, they are due on the second or third of the following month.

3507. Has the pay list got on it the receipts of the individual men?—Yes.

3508. Of every individual man for the sums he receives?—Yes, every man signs his pay list; that is the rule. Of course there are exceptions, but the rule is that every man should sign his accounts. That has been done for some years under the recommendation of a Committee which sat some years ago.

3509. Then you compare the pay lists with the amount of money that you issue upon the imprest?—We see that the amount of money we have issued is credited in the pay list. We compare the pay lists with the men's names on the pay lists of the previous month. But we see that the money we have issued is actually credited in the pay list. We have a special form in the pay list for all moneys received.

3510. And the pay list comes up with the signature of the sub-accountant?—Yes, the officer commanding the company signs the pay lists.

3511. Then you consider that the pay list practically clears you?—Yes.

3512. And a certain amount of those pay lists are audited at the War Office?—They are all supposed to be audited at the War Office, at least, so far as I know; they all come to the War Office. We send them all every month with our accounts.

3513. And I suppose it is hardly a matter of concern to you what proportion are audited at the War Office. You send them all up in a state ready to be audited, and the War Office exercises its discretion as to how many should be audited or not?—Entirely. I think they are all audited. Of course we do not do that here in the London District, but at the last station that I had, Gibraltar, I fancy from the queries that we had

that everyone is audited; I do not think one is passed without being audited.

3514. What is the difference of procedure at the Home District?—The Home District is really a district office only, and the duties of a Station Paymaster are not performed there. The Station Paymaster is charged with the issue of money for the direct payment of troops; the District Paymaster is charged with the issue of money to departments and offices, and for outside services, district services, such as the payment of bills.

3515. But who would issue the money for the payment of the troops in the Home District?—At Hounslow, the Station Paymaster there would issue; in London, for the Guards, it is done by Messrs. Cox & Co.

3516. They practically act as Paymasters?—They practically act as Paymasters. They have an Acting Paymaster; the Quartermaster, I think, gets extra duty pay, and he draws what funds he wants from Cox's. That, of course, is only for Home Service. Gibraltar, at least, is treated as a Home Station, but when they go on active service they always work through the Army Pay Department.

3517. (*Mr. Beckett.*) Does not the District Paymaster pay the money to the Station Paymasters?—No, it comes straight from the War Office, that is at home. Of course, abroad, the District Paymaster is Treasury Chest Officer, and as he is also Station Paymaster he issues the money direct to the troops.

3518. (*Chairman.*) But in all Home offices it is issued from the War Office?—Direct.

3519. (*Mr. Gibb.*) You said that you compared each pay list with the previous pay lists?—Yes, with the previous month's pay lists; the two are sent in together.

3520. If you find changes, what is done?—They have to be accounted for.

3521. What do you do; do you seek an explanation of the changes?—Yes, they always come up as a matter of course; they are sent up as vouchers to the pay list. Every change that happens from the previous month is noted in some way or another, there are different ways.

3522. (*Mr. Beckett.*) Noted by you or by whom?—By the Commanding Officer; he sends in a Return.

3523. (*Mr. Gibb.*) A Return accompanies the pay list?—Yes.

3524. And you check each pay list, so far as it corresponds with the previous pay list, and you obtain an explanation for any alterations?—Yes, any alterations during the month, such as deaths or imprisonment, &c.

3525. (*Mr. Beckett.*) Then you practically audit the pay list?—We practically audit the pay list.

3526. Do you certify that it is correct?—Yes.

3527. (*Chairman.*) Then there is another class of payments that you make. You make payments directly for small contracts, do you not?—All sums under 100.

3528. And you make payments for local allowances and travelling claims, do you not?—Travelling claims are always paid by us: not all local allowances.

3529. Do the pay lists exhaust all the imprest payments?—No, they would be the principal imprests from the Station Pay Office; but from the District Pay Office, it is not so?—There are small amounts in some cases for the payment of subordinates and small sums for postage.

3530. But in an ordinary station the pay lists would exhaust the imprest?—In a station, yes, but not in a district; it is rather peculiar, because, as a matter of fact, the District Paymaster is also, though he has a different name, the Station Paymaster at nearly all the stations; in fact, at all the stations now that has been for the last eight years.

3531. (*Mr. Gibb.*) How is that; he is stationed at a district?—The District Paymaster is the Station Paymaster at the Headquarters Station of the district. Take, for instance, the South Eastern District.

3532. The Headquarters of the district being in the same place?—Yes, Dover. The District Paymaster there, who has the district payments for the whole of the South Eastern District, acts as Station Paymaster for Dover itself.

Col. T. W. Drage, C.B.

5 Feb. 1901.

Col. T. W.
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5 Feb. 1901.

3533. Then, I understand that, except at the districts, the pay lists exhaust the imprests, and at the districts the other payments under the imprests are comparatively small?—Yes.

3534. (*Chairman.*) Now, as regards the direct payments for small contracts under 100*l.* for local allowances and travelling claims the Paymaster makes them direct, does he not?—No, not all local allowances, because they are paid, a great many of them, by Cox's and other agents.

(*The Secretary.*) Again, the Home District is peculiar, because you do not issue the pay of the troops?

(*Witness.*) No.

3535. (*Chairman.*) But leaving London aside for the moment, in a normal district the Paymaster would make all the payments for small contracts under 100*l.* for local allowances and travelling claims?—Yes, nearly all and we pay contracts, of course, here too.

3536. But taking a district outside London, you would not only pay contracts, but local allowances and travelling claims?—All travelling claims are always paid by the District Paymaster.

3537. And local allowances?—Staff and Departmental Officers draw through their agents, Regimental from Station Paymasters.

3538. Through Messrs. Cox?—Or other agents.

3539. They could get them through the Paymaster, but they prefer to draw them through Agents?—I suppose they do, because they have the money there and they can draw it as they require it. If they drew the money from us, we should give them a cheque. This refers to pay, not allowances.

3540. But as regards officers' allowances, they go through the Agents?—Except travelling allowances, which are all paid by the District Paymaster; Staff and Departmental Officers draw through Agents, and Regimental through Station Paymasters.

3541. (*Mr. Gibb.*) You mean they never appear on the pay list at all?—There again, with the Artillery and Engineers, they do appear on the pay list.

3542. It might be clearer if you were first of all to describe the general practice at the outlying districts?—Certainly.

3543. (*Chairman.*) Yes. I want to get at the normal practice in the normal districts outside London. There, I understand, the Paymaster makes all payments for small contracts and for travelling claims; but as regards local allowances, the officers would go to Agents?—Only for Staff and Departmental Officers, Regimental Officers draw from the Station Paymaster.

3544. The Paymaster would have nothing to do with them?—No. Of course, all officers have the option of drawing through Agents or through the Paymaster; but, I think, as a matter of fact, we do not get many. I think at Gibraltar I had one officer; with three battalions of Infantry, seven companies of Artillery, and four of Engineers, there was only one officer in the whole lot who drew his pay from us.

3545. (*Mr. Gibb.*) And who looks after the Agents?—I think the Agents' accounts are all treated in exactly the same way as our accounts are, but I think they submit them quarterly instead of monthly.

3546. (*Chairman.*) All local allowances for men, I suppose, come through the Paymaster?—Yes, all local allowances for men come through the Paymaster.

3547. What is the difference in London?—In London the District Paymaster does not act as the Station Paymaster.

3548. Not as regards small contracts?—The Station Paymaster has nothing to do with contracts. The Station Paymaster is entirely for the payment of troops. It is the District Paymaster who has to do with payments under contracts.

3549. How are small contracts done in London?—We pay them there, all under 100*l.*

3550. (*Mr. Gibb.*) You being the District Paymaster?—Yes, I am the District Paymaster.

3551. (*Chairman.*) And these payments which are effected by the District Paymasters are, of course, audited at the War Office?—Yes.

3552. You pass them in in a form in which they can be audited?—We pass them in in a monthly account,

3553. (*Mr. Beckett.*) Do you send up all the vouchers?—Yes.

3554. (*Chairman.*) Then, in addition to these duties, I have seen it stated that Paymasters give particular attention to the balance sheets of Company Officers. I suppose that refers, not to the imprests, but to some other accounts, canteen accounts, and so on?—The balance sheet of the Company Officer really accounts for all funds. The Company Officer very often has a number of funds that he puts into his balance sheet. The canteen is a Regimental account.

3555. But are all these funds public money?—No.

3556. They are mostly not?—They are mostly not; they are mostly what are called company funds.

3557. Are they subscriptions, or what are they?—Subscriptions as a rule, cricket clubs and such like, they have numbers of funds. At Gibraltar they had a fund called the Currency Fund.

3558. Then, as regards these funds, is there any duty imposed upon the Paymaster, or does he act as a kind of friendly adviser?—He is supposed to see that the public funds are not being used in connection with these private funds.

3559. But they are all kept in one account?—Yes.

3560. But as long as the public funds are not being used for these private purposes he has nothing more to do with the private funds?—No; he has nothing more to do with the balance sheet. He has no right to call upon the Officer Commanding for any explanation with regard to the balance sheets of these funds.

3561. Is his advice ever sought?—In connection with the pay lists, yes.

3562. In connection with these funds?—No.

3563. Not at all?—No, I think Company Officers and Commanding Officers are very particular about these things. If they do, it would be in the most private manner. I have known a Commanding Officer come down and ask the Paymaster to go through the accounts.

3564. Just to check them for him?—Just so; but not very often, they do not care about it as a rule.

3565. Then practically your duty with regard to them is to see that the public money does not get mixed up with the private money?—Well, to see that they are not using public money for these funds. For instance, if a Commanding Officer's cricket fund is getting low, not to let him get 20*l.* or 30*l.* in debt to the public funds for the purpose of using the money for the cricket fund.

3566. (*Mr. Gibb.*) Are the items relating to public funds in the same account as the items relating to private funds?—Yes.

3567. If there is no duty on the Paymaster with regard to private funds, would it not be more convenient if the accounts were separately kept?—I hardly think so. You see then it would necessitate the keeping of a couple of accounts at the bank, and they do not care about that kind of thing, and the banks do not care about it.

3568. (*Chairman.*) They do not care about keeping two accounts for the same person?—Two small accounts, because the accounts would be very small.

3569. (*Sir George Clarke.*) I suppose the reason is, that the subscriptions to these funds are covered in some cases by small deductions from the men's pay?—In nearly all cases.

3570. That is what first brings them into the pay list?—Yes; there is a heading to that effect.

3571. But it is separately dealt with?—Yes, it is kept entirely separate, but in the same account.

3572. (*Chairman.*) What possibility would there be of an officer using public money when the cricket club fund was running low?—Supposing he had 100*l.* more than was necessary, he could use that 100*l.* for the cricket club if we did not examine the balances.

3573. If he got 100*l.* more than was necessary for what?—For the pay of the men.

3574. (*Mr. Beckett.*) If he drew it from the Paymaster?—Yes.

3575. (*Chairman.*) But I understand that the Paymaster would not issue anything at all considerably in excess of what he knew the Company would demand?—No, but you do not know what the recruiting or any,

thing else may have been during the month. You cannot tell within 100l. probably.

3576. So that in theory a man at the beginning of the month might ask for more than he required?—Yes, he might do so.

3577. If ever he does such a thing, does he return that money at the end of the month?—Yes, he is only allowed to have a certain balance.

3578. What is the balance?—As a rule 10l.

3579. That is all?—That is all.

3580. But do cases of public money being used for these private purposes ever occur?—I have never known a case.

3581. It would be very difficult under the scrutiny of the Paymaster, who sees the whole balance sheet?—Very difficult; beyond the last day of the month, you know.

3582. (Mr. Beckett.) Sometimes a temporary arrangement might be made from the public funds?—They might do it in the middle of the month.

3583. (Chairman.) But you would find it out at the end of the month?—Yes.

3584. (Mr. Gibb.) You say the accounts you are now speaking of altogether are very small in amount?—Yes, very small.

3585. What would be about the sort of amount of public money that would be in these accounts?—It is very hard to say.

3586. (Mr. Beckett.) What sort of turnover a month—1l. or 10l.?—I misunderstood you; I thought you meant what would be the amount of the pay list.

3587. (Mr. Gibb.) No, the amount of the public money which is mixed up with the private funds in one account?—Anything from 30l. or 40l. to 300l. or 400l. I have known as much as 300l. in the fund accounts.

3588. (Chairman.) But it could not be more than what the officer demanded on requisition for the company. At the beginning of the month he sends you in a requisition for the money necessary for the company?—Yes.

3589. And in theory he might use that?—He would not get it. He does not get his money at the beginning of the month altogether—he gets it by instalments, weekly. He is supposed to pay weekly, and to draw his money weekly.

3590. (Mr. Gibb.) But the public money which is included in this account is, *inter alia*, the money drawn for the pay of the troops, is it not?—Yes, the money he draws from us is only a certain amount of cash; he has really got his money in the bank. His money, for his company funds, would probably be in the bank.

3591. What I am not quite clear about is, what public money does the officer have in his possession at any time other than the money drawn for the pay of the troops?—He would have a certain amount for compensation for clothing, but, with that exception, none—no public money at all.

3592. So that the public money in his hands at any one time which he had not immediately to pay away to the troops would be exceedingly small?—Very small. They never have more than a week's pay and allowances; and the allowances are nothing, of course.

3593. (Mr. Beckett.) Is it invariably the custom all through the Army to mix up these public and private accounts?—So far as I know it is.

3594. (Chairman.) It means that one balance sheet is kept for the whole accounts of the company by the Commanding Officer?—Yes.

3595. Do you see any disadvantages in a system by which both public and private money is kept in the same account?—I do not think so; not if the Regulations are complied with; the Regulations are clear enough, that they are not to use public money for private funds. I do not see any great disadvantage in it.

3596. (Mr. Gibb.) Does the officer pay the public money that he receives into his banking account?—In nearly every case; they do not always do it. Abroad, for instance, when they draw cash they may take it up to the barracks.

3597. But if an officer drew a cheque on his banking account for a private purpose, there being no money at

his credit other than the public money, he would be really drawing public money for his private expenses?—Yes, if he did that. But it is the case, I suppose, that they have never been without money really in their company funds.

3598. Are there not some impecunious officers?—A good many of them. We do hear occasionally of their going wrong, of course, but not as a rule.

3599. It does not strike you as a disadvantage?—No, I do not think so.

3600. (Chairman.) But a careless man might want to pay up something to his cricket fund and would draw the money out of the bank?—He might do so, of course.

3601. Using, possibly, public money?—Yes; but then the funds, I should say, are invariably in credit.

3602. When you send down the money to an officer on an imprest, which you say is done four times a month to include payment to his company, in what form do you send it down; do you place a certain amount to his credit with a local bank?—If you are at the same station, you would send it to the bank; it is more convenient.

3603. And the Station Paymaster would place so much to the account of so and so?—Either of the Officer Commanding the company, or of the Adjutant, in some cases the Adjutant keeps the account.

3604. The Sub-Accountant, whoever it is?—Yes, you place it to his credit in the bank once a week.

3605. For paying the men, does he actually draw out that money?—He draws out what he likes.

3606. When he effects payment he draws out the money in hard cash?—Yes.

3607. So many hard sovereigns and so much silver, or whatever it is?—Yes, whatever he wants.

3608. But in theory, if a man were called upon to make a small payment for a cricket club or anything of that kind, he would give a cheque on this one account of his in the bank?—Yes.

3609. Then do you see, at the end of every month, that whatever balance of public money he ought to have is actually there?—No.

3610. Then how are you enabled to make sure that the public money is not used for these other purposes?—The balance allowed is so small.

3611. But you have no means of finding out whether he has actually got the balance in the bank?—No; you simply take his statement. You have the Officer Commanding the company, who is in many cases a Major, and the balance is only 10l.

3612. Yes, the sum is not large?—If it is in excess, he has to give an explanation, and if the explanation is not satisfactory, it is sent to the Officer Commanding the regiment.

3613. As regards travelling claims, do they give you a great deal of trouble?—Yes, a great deal of trouble. I have an officer employed from about 9.30 in the morning to 4 o'clock every afternoon checking them.

3614. That is to say, testing whether a claim which is presented is in accordance with the Regulations?—Yes, in accordance with the Regulations, and in accordance with the railway fares.

3615. First, you want to know whether the man is entitled to take that journey?—You get the order for the journey, which tells us that.

3616. Whom does he get the order for the journey from?—The General Officer Commanding is really the person responsible for the journey, but, of course, in many cases they get it from Headquarters.

3617. (Colonel Miles.) It is given in the form of an order or a route?—Officers do not move on a route, of course, not in the ordinary way of travelling claims.

3618. (Chairman.) What you have to see is that he has proper authority for the journey?—Yes, and then that the items charged in the travelling claim are in accordance with the Regulations and with the railway fares.

3619. (Mr. Gibb.) To see that the railway company have not asked too much?—Yes, we have to see that very often; however, the railway companies give it back again. An officer is, of course, entitled to conveyance at two-thirds of the fare, and the railway

Col. T. W.
Drage, C.B.
5 Feb. 1901.

Col. T. W.
Drage, C.B.

5 Feb. 1901.

companies will give the money back again if they have overcharged, as long as they get a proper voucher for it.

3620. (*Chairman.*) But when you say that you see whether the claim has proper authority, whether there is proper authority for the order, do you ever question whether that authority has been given in accordance with the Regulations or not? For instance, if the General Officer Commanding the District issued an order to an officer to undertake any journey, would that be final for you, or would you question whether he had authority in accordance with the particular regulations, whether that particular class of officer was entitled to travel in that particular way?—Not now; a few years ago we might, perhaps, have done so, but now the General Officer Commanding is final as regards the order for the journey.

3621. (*Mr. Gibb.*) Is that under any written regulation that his judgment is final?—I think so. The General can now order any journey he likes.

3622. (*Chairman.*) That is final as regards the authority?—Yes, the General has nothing to do with the details of the claim.

3623. Then you examine the claim to see whether the right fares have been charged?—Yes, to see that the right fares have been charged and the right allowances; and that the claimant has not taken cabs when he was not entitled to them.

3624. And does the question of local allowances give much trouble?—No, I do not think so; not at home, any way. They are all laid down clearly enough.

3625. But there are allowances in respect of various things, are there not, quarters and fuel, and so on?—Yes, but they are all clearly provided for. If quarters are not given you have an allowance laid down in lieu. If you do not get fuel and light in kind, you have the allowance provided for in the Regulations.

3626. And at Foreign Stations there are special allowances?—There are special allowances, each Foreign Station has its own local regulations.

3627. I suppose there would be no means by which you could reduce the work in connexion with travelling claims?—I do not think so. Officers are always saying they do not know how they have been done out of their expenses. I think they could know with very little trouble, and if they cannot take the trouble, all they have to do is to go down to the Pay Office and they will always get any assistance that they want.

3628. One or two officers of the Pay Department before other Committees have laid considerable stress upon the desirability of the Paymaster being constituted what they called a financial adviser to the General in Command. Have you any views upon that subject?—Yes, undoubtedly the Paymaster has more experience in financial matters than any other officer in the district can have, because he sees the War Office Audit, which nobody else sees, and he is prepared to understand the requirements of the War Office.

3629. You mean to say he understands the Regulations?—He understands the Regulations.

3630. But if the General or any officer wants information as to the Regulations, he would send to the Paymaster and ask him?—Yes, always. I think what some of the officers complain of, is that they are not in close enough communication with the General Officer.

3631. That is rather a matter for the General Officer, is it not?—More than anything else, yes.

3632. Do you attach much importance to the claim that has been made, that the Paymaster should be more of a financial adviser; do you understand that anything special is meant by the phrase "financial adviser" in the context, further than that it would be advisable, perhaps, that the General should be in closer relations with him, and should avail himself more of his advice?—I do not think there would be so many references to the War Office, for instance, if the General consulted the Paymaster more frequently. Of course, in the old days they used to have what they called the Commissariat Officer, who did nearly the whole of this work, and who was entirely an administrative officer; but now they have officers who do a great deal more work—more combatant work—than the old Commissariat Officer, and as they do that work, they naturally leave the other portion of the work to their clerks.

3633. (*Mr. Gibb.*) What officers are you referring to?—The officers who have now succeeded—the officers of the Army Service Corps as they are called now.

3634. You say they have more officers who do account work?—No, I do not think I said that; they have more combatant work than the old Commissariat officers used to have. The Army Service Corps is now a combatant corps altogether, and the Commissariat officer was not a combatant officer.

3635. (*Chairman.*) When you say that it would be well that the General Officer should be in closer relations with the Paymaster and consult him more, do you mean to say as regards the meaning of the Regulations governing pay and travelling expenses and local allowances, and so on?—Yes.

3636. You do not mean to say as regards the making of contracts?—No, we have nothing to do with the making of contracts. The contracts are merely furnished to us. I do not think we want to have anything to do with them, and I do not think we should have anything to do with them.

3637. You would then understand that what this phrase "financial adviser" means is that there should be a closer communication between the General and the Paymaster on the question of the interpretation of the Regulations?—Yes, or where there is a doubt.

3638. Of course, as regards contracts, they are not made in any case by the Paymaster?—No.

3639. And the Paymaster would have no particular knowledge to bear on that matter beyond the ordinary common sense knowledge that a man might have of those affairs?—No.

3640. He would have no business experience, or anything of that kind?—None whatever.

3641. (*Mr. Gibb.*) But you make payments for the claims under the contracts?—Yes; we are furnished with the conditions of the contract by the Army Service Corps Officer on the Staff of the General.

3642. Then, if a claim comes in under a contract, what certificate do you require on the claim before you pay it?—We require a certificate that it is in accordance with the terms of the contract.

3643. From whom?—From the Army Service Corps Officer, not the staff officer, but the officer in charge of the ordinary supplies or barracks.

3644. And you never go into the question?—Yes, we check them all. He gives a certificate.

3645. (*Chairman.*) You check the amount, but you do not go into the question whether it is a good contract or not?—No, not whether it is a good contract; we go into the question whether the bill we receive is in accordance with the terms of the contract and whether the rates and things like that are correct; in fact, we check them right through.

3646. (*Mr. Gibb.*) Do you check them before they are certified by the Army Service Corps Officer or afterwards?—Afterwards, when they come to us.

3647. Then have they received any checking before he signs them?—Yes, he is supposed to check them and enter them in his bill books.

3648. Then he checks them and signs them?—Yes.

3649. And then you do so?—Yes, then we check them over again. It is very necessary. We find a good many of them wrong.

3650. Although they are signed?—Although they are signed.

3651. (*Chairman.*) Do you mean errors of computation, and that sort of thing?—Yes, we find that even from railway companies; they send in bills which are not quite correct sometimes, and they have to go back again.

3652. (*Mr. Gibb.*) A bill that you ask payment for is a different thing from a bill that you are going to pay?—Yes.

3653. (*Chairman.*) The Army Pay Department and its present organisation is a comparatively modern establishment, is it not?—1878.

3654. I suppose at first the work was novel, and there was some difficulty before the officers got accustomed to it?—Of course there were not a very large number when they first started; the duties have been increased very largely; the duties have been altogether altered since 1878.

3655. But I suppose with the experience of all these years the department is generally getting more familiar with its duties, and, therefore, more efficient and more competent?—Yes, I think so.

3656. Up to what limit of age can a man be taken on to the Army Pay Department?—35.

3657. Are they ever taken at that age?—Yes, if a man finds he has no chance whatever of getting his majority he probably thinks he will try for the Pay Department.

3658. At about the age of 35?—Yes.

3659. In your opinion is not that rather an advanced age at which to take up a totally new set of duties?—In some ways it is, and in others it is not. We want men who are thoroughly steadied down when they come to the Pay Department. On the other hand, when a man comes in late in life he is—

3660. Getting stiff in the joints?—Getting a little bit of a grumbler; it is absolutely no choice except Hobson's.

3661. Would you prefer to see the limit of age reduced, and get your men younger?—I think they ought to have certainly from five to seven years' service.

3662. (*Mr. Gibb.*) Why?—The man's previous service; you see, is in the Army, and he learns all the ins and outs of the Service and the requirements of the Service. I am sure of that, because I know we have had men from the War Office who, although first rate men and hard workers, never got thoroughly into the ins and outs of the Service like they do when they are mixing with the men themselves.

3663. (*Chairman.*) But if a man had five, six, or even seven years' service, that would not take him over the limit of 30 years of age?—No. Of course the Pay Department was almost started to give a chance to some men who were being turned out on account of age.

3664. Was that the object of starting the Pay Department?—No, I do not think it was the object of starting the Pay Department, but I think that had a great deal towards helping it on. That is only a private idea of mine, but I think that is the case.

3665. You mean to say that it has been treated, to some extent, as a provision for men who were being turned out of the Service on account of age?—Yes, that was when it was first started. That was about 1878 or 1879.

3666. Would you think, as it is now that there would be any advantage in reducing the limit of age; insisting, perhaps, that the men should have five or six or seven years' service, but that they should come in at a lower age than 35 in all cases?—Yes, I think 35 is too old. As I say, a man at that age comes in because he is absolutely forced to, and his promotion is slow; he is coming in amongst men a good deal younger than himself, and comes in under them.

3667. He does not enter at the bottom of a career with the chance of making his way up?—No, he knows that he has no chance of getting into the highest rank.

3668. A man coming in at 35 years of age would practically have no prospect?—Absolutely none.

3669. And therefore he would probably take less interest in his work?—No doubt.

3670. (*Mr. Gibb.*) Is your correspondence with the War Office a large correspondence?—Yes, but that refers more to London than anywhere else.

3671. In a country district, is it large?—No, very slight, as a rule. For instance, where perhaps I get from 40 to 70 letters, or perhaps from 50 to 80 or 90, here, from the War Office, in the day, at an out-station I would not get more than three or four.

3672. What would be the cause of those?—They would be entirely in connection with special authorities being given here, and that probably all to do with the exceptional state of affairs existing at present.

3673. But speaking for normal times and throughout the country, you do not find that there is a needless amount of reference to the War Office by the Paymasters?—No.

3674. Now, I did not quite clearly understand what you said about the direct payments and imprests. Do

the Station Paymasters make any direct payments?—You mean other than imprests?

3675. Other than imprests. Yes?—Very few.

3676. Substantially, then, the Station Paymasters issue imprests for payment of troops?—Yes.

3677. And the District Paymasters issue imprests for payment of troops and make their own payments?—The District Paymasters who act as Station Paymasters, which is in nearly all cases.

3678. If the District Paymaster did not act as Station Paymaster, he would have no interest in that?—He would make no issues to troops, but I think this is the only station of that kind now.

3679. Then, that being so, what are the relative proportions of work involved in connection with the direct payments and the imprest issues in the office of a District Paymaster?—Of course there is a very great difference between stations. It is very hard to say.

3680. Take a large district?—If you get to a place like Gibraltar you pay the wages of, perhaps, a couple of thousand men—you make direct payment to them. That would take a couple of days in a week.

3681. I was thinking more of the Home Districts. What district have you had personal experience of?—This one.

3682. Other than the Home District, I mean?—In the South Eastern and Dublin.

3683. Then take Dublin. What would be the relative amount of work in Dublin in connection with direct payments and in connection with imprest issues?—For the district work in Dublin I had four officers. I should say in a place like Dublin it would be about equal.

3684. (*Sir George Clarke.*) At Gibraltar, where the District Paymaster and the Station Paymaster are lumped together, how many officers would there be of the Army Pay Department?—When I was there we had four. I think they have only two now.

3685. And how many Military clerks?—I had seven Military clerks and two Civilian.

3686. And could you say about what would be the total sum which would either be disbursed by the department or examined?—I think at Gibraltar it was somewhere about 40,000*l.* a month.

3687. Then I take it that the great part of the office work would be the examination of the pay lists and bills?—Yes.

3688. In a big district like Ireland, would it be possible to reduce the paying centres, and to disburse, say, from Dublin?—I do not think so; I do not think it would answer to have everything done in that way. I find a good deal of bother from it here in the Home District. We have had a great deal of extra work, and I find the office is a very large one. I think they can get through their work better by not doubling up too much.

3689. (*Mr. Gibb.*) What sort of bother do you mean?—A good deal of trouble in getting clerks, and then there is a very great deal of worry for one man to open the letters. I had this morning close on 400 letters, and to try and get a little idea of what is in nearly the whole of them is a great deal of trouble,—the worry is very great.

3690. (*Sir George Clarke.*) But I meant rather in the small stations, would it be possible to deal with them by cheque or by Postal Order, and not to have a disbursement officer at those small stations?—Of course it could be done, but I do not think it would be advisable, because you have got the Paymaster on the spot, and he is, or ought to be, and I think he is a good deal of assistance to the local troops. You see, none of these small stations are for district offices; they are all for station offices.

3691. At a Foreign Station now, like Gibraltar, where large sums are dealt with, would you get many queries from the War Office leading to much correspondence?—No, I do not think so.

3692. Then practically your audit is generally accepted?—I will not say that, but I do not think that the disallowances are many.

3693. I think you said that there had been a difference in the duties of the Pay Department since 1878. What is the nature of that difference; is it that there is more examination?—To begin with, about 1887 they

Col. T. W. Drage, C.B.

5 Feb. 1901.

Col. T. W.
Drage, C.B.

5 Feb. 1901.

did away with Paymasters attached to Regiments; that made a great alteration in the Pay Department.

3694. Then was the Regimental Paymaster simply a cashier, or did he perform the audit duties which the Pay Department now perform?—For his own regiment.

3695. He did audit that?—He compiled his own pay lists from the company pay lists.

3696. Then the difference was in the distribution of the duties, rather than in the nature of the duties prior to 1878?—Yes.

3697. It is not the fact that a greater amount of responsibility for duties has been thrown on them?—No; it was that more was thrown on one officer, because it was a reduction; you do not have on an average one officer to a regiment as you had then.

3698. (Colonel Miles.) As I understand it, the Super-vising Staff Officer of the General, in regard to all travelling claims, allowances and expenditure generally, that is outside regulation, is the Assistant Adjutant-General for B. P.—Yes.

3699. That officer is now in most districts an Army Service Corps officer?—Yes, entirely I think.

3700. At any rate, in most cases he is an Army Service Corps officer?—Yes.

3701. Taking travelling claims for example, they are initialled by him before they are passed to you?—No, he never sees them. He used to at one time approve them, and that is where there was a good deal of bother, because as I myself pointed out to the General, they were approved by his order, and I objected to writing observations on a claim that had been approved by the General. I said it was not correct. Then they afterwards approved them subject to a detailed audit. Now they have nothing to do with them. It is only in case of doubt, not provided for by the regulation, that we send a claim to them.

3702. And with regard to the question of allowances generally, such a question as lodging allowance, that is outside the regulation, that would generally come through him, through the Assistant Adjutant-General for B. P.—Entirely.

3703. And at present are your communications with the General, through the Assistant Adjutant-General for B., instead of being made direct?—Yes, questions respecting allowances.

3704. Then, what would be meant by closer financial relations with the General would be that they should be direct?—They do not go to B., a large number of things—all questions connected with pay—go to the Adjutant-General, because they are mixed, to a certain extent, with discipline. But there is a good deal of Post Office work.

3705. Between whom?—Between the Assistant Adjutant-General and the Chief Paymaster. All questions respecting pay are referred to the Chief Staff Officer, and the Chief Staff Officer does nothing but put on: "Chief Paymaster, will you please give your opinion"?—that is double work.

3706. Are you speaking of the Home District?—Of every district. As a matter of fact, in the Home District a good many of the cases really come direct to me, because they know they come eventually, but the order is that they are all addressed to the Chief Staff Officer.

3707. The advantages of being more direct with the General are. I take it, that the General would then see the actual expenditure—what actually does go on in the form of expenditure?—He would then be more in touch with what certain services are actually requiring.

3708. That would be an advantage?—Yes.

3709. The object in the procedure, which has now ceased, of the Assistant Adjutant-General for B. approving travelling claims when it was first started, was that there should be one staff officer charged with the supervision, first, of the necessity for the service and, next, of the most economical mode of carrying out that service in regard to travelling claims?—Yes. I think myself that they do not, and they never did, look into those travelling claims sufficiently, that they trusted entirely to the Paymaster as the work was done by us.

3710. That has stopped now?—Yes.

3711. Taking the question of observations by the War Office on claims and on pay lists, do you think they have tended to increase, or do you think on the whole they have remained about the same?—I have been here for two years and I have none, I will say practically none, considering the enormous amount of money there is. I suppose one way and another there is considerably over a million a year, and we get very few observations.

3712. On the whole they are not increasing?—No.

3713. (Mr. Gibb.) Does that answer equally apply to your accounts of the imprest issues, and to your direct payments?—The War Office have nothing to do with the imprest issues; they have only to do with any moneys accounted for. The War Office see that the money is properly accounted for.

3714. I meant the account of the payments made under the imprest issues?—The War Office check the payments to see that the payments are in accordance with the Regulations, but they do not check the amounts I issue; they know nothing whatever about them.

3715. What I wanted to make clear was whether your answer applied equally to both branches of your work?—You mean as to district work and station work?

3716. Yes, as to the small amount of queries?—I think, as a rule, the queries are not so heavy, but I think that is, to a certain extent, because the work is being better done now. I think the officers are getting more accustomed to their work; at least, I hope so.

3717. (Colonel Miles.) You mean the Military officers?—No, the officers of the Pay Department. I myself have made as many as 150 observations on a single pay list.

3718. On a company pay list?—Yes.

3719. That is a matter of discipline?—Yes, of course. If a pay list comes in like that, it is of course absolutely a case of no attention whatever. A case like that would of course always be sent to the Commanding Officer.

3720. (Sir George Clarke.) May a very considerable time elapse between the rendering of an account and the receipt of the War Office audit observations upon it?—Nothing like what it used to be. We get them now within about four months.

3721. (Mr. Beckett.) What do you find is the most fruitful source of error in these pay lists; are the amounts badly calculated or are they not, according to regulation?—It is, more than anything else, wrong computations.

3722. Arising from carelessness?—Yes, from men's names being carelessly copied from the previous month's pay lists; it is all carelessness and nothing else; downright carelessness.

3723. That is, on the part of the Station Paymaster?—No, on the part of the company officer.

3724. The Station Paymaster, I gathered, principally acts in the capacity of a cashier, does he not?—More in that of an auditor. He does not pay the money to the troops; he pays it to the company officer.

3725. And the company officer pays it to the troops?—Yes.

3726. (Sir George Clarke.) Has the question of allowances for clothing come before you?—Yes.

3727. Is that rather a complicated question?—Terribly; it is the worst business we have had for any number of years; it is a terrible business, the clothing account and compensation in lieu thereof.

3728. (Colonel Miles.) It is not simplified; it is as complicated as ever, is it?—I do not get them in my office here, but it was at first almost as much as the company pay list; it was a terrible business.

3729. (Mr. Beckett.) I suppose the whole question of allowances is extremely complicated, is it not?—No. I am of course pretty well acquainted with them now, and I know where to look for everything, but do not find it so. There are, of course, certain questions that you have to refer that are not provided for.

3730. But, on the whole, it works easily?—I think so.

3731. (Sir George Clarke.) Do you think that the allowance regulations are susceptible of simplification?—I do not think so.

Col. T. W.
Drage, C.B.
5 Feb. 1901.

3732. (*Mr. Gibb.*) Are you now speaking of the clothing?—No, not of the clothing, of the allowances. I should not like to say much about clothing without going into the question. If the Committee had anything to do with clothing, I should say they should have the proceedings of some kind of a local committee, have it thoroughly threshed out first and then submitted to them. It is a most intricate question.

3733. Who is responsible for the clothing regulations?—The Chief Ordnance Officer does it now, but I do not think he was responsible for starting the business. It is not a bad business, but it is so complicated.

(*The Secretary.*) It is not the system of clothing; it is the money compensation in lieu of issues in kind.

(*Witness.*) Yes. They are getting a little more settled now, but when it first came out it was almost impossible to understand it.

3734. (*Mr. Beckett.*) But you still think it could be made to work more simply and easily?—I think so. I am sure there could be some arrangement by which it could be simplified.

3735. Do the Paymasters make representations to that effect, do you know, to the Chief Ordnance Officer?—I have no doubt they have done so, because it made an enormous increase to the work.

3736. Are the Paymasters consulted as to the working of the Regulations which are laid down?—No; it is left to them to represent matters.

3737. But you say they do not often make representations to Headquarters?—No. Of course, sometimes they are bound to do so.

3738. When they find it impossible to work a regulation?—Yes. Of course we have had more references in the last 18 months in reference to allowances to women than ever before.

3739. What does a Station Paymaster actually do in the way of audit, not very much, does he?—Yes, he audits everything; he verifies every single item and every name.

3740. He is the Auditor?—He is the Auditor.

3741. And he is checked in his turn by whom?—By the War Office.

3742. Then his accounts do not go through the District Paymaster at all?—No.

3743. (*Sir George Clarke.*) Has the strength of the Pay Department proved inadequate for the requirements of war?—Yes. You see we have all been drawn upon, every district has been drawn upon to send officers to South Africa, they have been partially replaced by retired officers, but the work has been doubled.

3744. Then you are now short-handed everywhere?—Yes, everywhere. They have probably about the same number of officers, but they have twice or three times the amount of work.

3745. And as regards the Military clerks, how long does a man require to pick up the work of the Pay Office?—After twelve months a man ought to be a very good clerk.

3746. What age do you take them at?—It is according to the length of service; he must have 12 months' service, I think.

3747. Could a lot of the work, computing work and so on, be done by boys?—I should not like to trust them. I get them to write envelopes; I should not like to trust them to do any computations.

3748. (*Colonel Miles.*) Are your staff separate from the Military staff clerks?—Yes.

3749. (*Mr. Beckett.*) You referred just now to a Commissariat officer; by whom is he replaced—the Assistant Adjutant-General for B.?—Yes.

3750. But their functions are not quite the same, are they?—They are supposed to be, but the present man is a combatant officer, and has certain other duties which the old Commissariat officer had not.

3751. Do you know why the old Commissariat officer was abolished; was there any particular reason for it?—Progress, I suppose; and I suppose they thought that it was not in sufficient touch with the Army.

3752. With regard to this system of mixing public and private accounts, you say it is done to relieve the

banks of work?—I will not say it is done actually for that, but I fancy it is the idea of Officers Commanding companies that they do not care about keeping two accounts for a small amount.

3753. Do you suppose that the banks are aware that public and private money has been mixed up in these accounts?—I do not know. Each bank signs an agreement when the money is placed there, when it is public money, that they will produce it at any time if called upon by the Secretary of State for War.

3754. (*Sir George Clarke.*) Does the staff of the Pay Office always contain a certain number of Civilians?—No.

3755. You only take on Civilians in times of stress?—I suppose the intention is that, as a rule, there will be nobody but the Army Pay Corps. Of course, in times like the present, we are bound to get whoever we can, Civilians, boys, or anybody.

3756. In normal times?—In normal times, at nearly all stations, the Army Pay Corps provides the clerks.

3757. (*Mr. Beckett.*) I should like to say that I think the officers must be under a misapprehension to a certain extent as regards the simplification of accounts. It is a very well recognised principle in banking that it is always better to place moneys that are applied to different purposes to different accounts under different headings, and the extra amount of trouble given to the bank would certainly be very slight indeed, because the officers might sign cheques on the No. 1 Account and the No. 2 Account. I want to ask you, therefore, do you not think that it would be a better arrangement and a more business-like arrangement that the officer should have one account for his private funds and another account for his public funds?—So long as he has them in his book, where he has a place to keep ledger accounts, and so long as he has them properly kept, I do not see the object in keeping two banking accounts. If you have 100*l.* in your bank, and make ledger accounts showing that 50*l.* belongs to the public and 50*l.* to the cricket fund, say, I see no reason for it. As a matter of fact, really, in many cases there are about 10*l.* or 12*l.* of the public funds, and the banker does not want to keep an account for that, and the Company Officer does not want to keep it in his drawer.

3758. You mean so small an amount as that?—Yes, the amounts are very small indeed.

3759. (*Mr. Gibb.*) But is that quite so? You told us that they might be small after the cash has been drawn for the payment of the troops, but that for a certain period, at least a few days, the amount might be considerable. I understand that when an officer gets the money for the payment of the troops he would pay it into his own private banking account?—No, he would pay it into his public banking account. It would be a certain amount of private money that would be in his public banking account.

3760. That is the same thing?—Except that his private banking account would not be open to the inspection of the Secretary of State for War, whereas his public account would.

3761. Still, he pays it into one account, which is not, as I understand, distinguished as a public account?—Yes, it is distinguished as a public account.

3762. (*Chairman.*) But money is paid into it which is not public money?—Yes. The thing is this: he gets this money from stoppages from the men's pay.

3763. (*Mr. Gibb.*) We are rather getting away from the particular point which is, whether at any time there is a substantial amount of money in the account?—I have known large sums of money, but not as a rule, very seldom. The case I have known was under very exceptional circumstances which will never occur again, it was the case of the Currency Account at Gibraltar.

3764. But if the money is paid into an account when received by the officer, there must be that amount of money (money to pay the troops, I mean) in the account between the date of its being paid in and the date of its being drawn out?—Yes.

3765. (*Mr. Beckett.*) And, of course, it would be possible when there was that amount of money lying to his credit at the Bank, say, 200*l.* or 300*l.*, that he might draw money out of it on the plea that it was being paid privately?—Of course nobody knows what he was drawing it for before.

Col. T. W.
Drage, C.B.

5 Feb. 1901.

3766. (*Chairman.*) He might draw it to pay something in connection with his cricket fund?—He might; it is very unlikely. But the private money that you have there mixed with the other would be so small that I do not think it is worth considering.

3767. The amounts of these small regimental funds are so small?—They are made up by pence from the men; probably a penny or twopence a month for the cricket fund, and so on. Something like that.

3768. It is practically inconsiderable?—No doubt.

The witness withdrew.

Mr. F. T.
Marzials.

Mr. FRANK T. MARZIALS further examined.

3769. (*Chairman.*) I do not know whether you have had time to think over the suggestion which was put forward yesterday, or whether you have any further opinion upon it which you could offer to us?—Yes, I have thought over it to some extent. The last question you asked me to consider, I think, was the question whether, assuming that the Paymaster was made only a cashier, I should regard it as better to have the examining branch, the extension of the War Office, here at Headquarters in these buildings, rather than to have it at the headquarters of each district, taking Dublin as a typical case. That, I think, was the question you asked me to consider.

3770. Yes?—Then, I think as regards that, I must again a little fall back, please, upon the question that I put yesterday: If the Paymaster is to exercise no audit at all, if he is to take the claim, whether the claim is for the pay of staff or a claim for payment to any contractor, as sent in to him by the department responsible for that kind of business, and, without any examination on his part, is to pay it, the further question arises, is the examination of those claims to be made by the War Office, whether local or at Headquarters, before the payment, or is it to be made after the payment has been made on the responsibility of the department originally putting forward the claim—any subsequent adjustment being merely the adjustment of a disallowance? If a claim is to be pre-audited before payment, as in effect it is by the Paymaster at the present moment, then I think it would be desirable to have the extension of the War Office in the district locally, rather than to have the claim brought here. And I say that, for this reason: that I think if all this immense multitude of claims had to come up here for pre-audit before payment, there would be an immense glut, an immense centralisation, and I do not know that the work would altogether be very satisfactorily done. If it is not to be that, if there is only to be a full examination after payment, a mere examination of the charge in an account, as in effect it is at present, then I think it had better be done here, and had better be done on one complete system, and under one head. That, I think, must be my answer to your question. But I think that, in any recommendations that you make about this, you will have to settle very clearly for yourselves whether the claim is to be audited before payment or audited after payment. Mark you, the difficulty of that question is, that as regards many of these claims, if they are only audited after payment and not before, recovery becomes almost impossible. You can drop upon the officer who has made the mistake, but, in practice, you cannot get the money back from him. From a contractor it is almost impossible to get money back at all except by undesirable legal process of a very doubtful kind; and from an officer who has received money as against the Regulations it is always extremely difficult to get it back, because it is a very great hardship upon any man who has received money, thinking, and let us say, reasonably thinking, that that money was due to him, and who has then spent it; it is extremely hard upon him to call upon him to refund it at a subsequent date.

3771. (*Sir George Clarke.*) Could not all claims except the pay claims, all claims for bills, go direct to the local auditor, and having been audited there, then pass to the cashier for payment?—That might be done, no doubt; and if that were the *modus operandi*, then I am inclined to think that some local arrangement for audit would be better than a centralised audit here, in view of the terrible concentration of bills. If every single one of the thousands upon thousands of vouchers had to come here before payment, I am afraid that would involve a glut here, and occasion some little hardship, from the fact that there would be delay in payment.

3772. And as regards pay lists, a pre-audit would not be necessary, because you have the power of recovery from the officer afterwards?—On the pay list itself the over-charges are not generally very frequent or very large. Most officers draw their pay through their

agents, and very few of them draw through the local Paymaster.

3773. But you have the company officer to fall back upon in the case of the company pay lists?—You have; but the personal over-charges on account of the men are not very large; occasionally there would be a few shillings of good conduct pay and that kind of thing, but the amount involved is not large.

3774. (*Chairman.*) So that there would be no difficulty in recovering so small an amount?—Practically, there would be very much less difficulty where the amounts are not important; where it is only a few shillings one does not hesitate, but when it arrives at many pounds, as it often does, without question it is a hardship to a man to have to repay that which he has received and expended, thinking himself that it was a legitimate receipt.

3775. (*Sir George Clarke.*) Then the claims which would require pre-audit would be those put forward by people who are not in the Service, by tradesmen, contractors, and suppliers generally, over whom you have no control?—And besides that, there would also be the claims for the pay of the various kinds of staff, for the headquarter staff of the district, and for their allowances, and also, what indeed is a terribly detailed work, the work of the travelling claims.

3776. (*Chairman.*) But, as regards the pay of the headquarter staff, that is of the officers on the headquarter staff? Do they not generally draw that pay and allowances through an Army agent?—Yes, except abroad.

3777. Is it not the almost universal practice?—Yes, almost universally so; except abroad.

3778. (*Colonel Miles.*) A lot of the subordinates draw from the Paymaster?—Yes, all. If I may go on and elaborate this a little more, I think that in any suggestion which you make for any dissemination of the War Office from here, you will have to consider to what extent that involves additional staff, and additional staff not always of a particularly cheap character. I think it will be necessary that you should have at each headquarters of a district some financial representative of higher standing and fairly well paid, so as to be superior to any kind of influence that might be brought to bear upon him; and also your local examiner would have, I think, to be an examiner of a somewhat higher type than you are able to employ here, because here we endeavour to divide our subjects as much as possible. We have one class of examiner, for instance, who deals with pay; we have another class of examiner who deals with supplies and stores; and we have another class of examiner who deals with fortifications. These various branches are really specialist examiners; therefore, they would be men simply capable of dealing with one kind of thing well. But if you are having a much smaller staff as you would have in your various districts, the examiner will have to keep in purview a full knowledge of the regulations and the circumstances attending all these various classes of charges; and I think that, to some extent, you would have to have a rather higher type of examiner than that which you can safely employ here. I think that is a point that you will have very carefully to bear in mind.

3779. (*Chairman.*) You would require to have a rather more expensive agency to discharge more multifarious duties?—That states the case precisely.

3780-1. (*Sir George Clarke.*) But a certain amount of specialisation among the lower class of examiners would be possible in the local War Offices?—It would, no doubt. The difficulty there would be that you would have so much smaller a body that you would have to use them more freely from subject to subject than you do here. I also, myself, attach a great deal of importance, so far as we here at Headquarters are concerned, to the desirability of our being in close touch with the accounts, with the actual cash effect of what is done. Our business is, of course, very peculiar in

certain respects. It is very different from any commercial business working to a dividend. We have no money result to produce for our expenditure; no tangible cash earnings to show; and unless we see what amount of trouble is being given by the various regulations that we put forward, where the hitch comes through their not being understood, what re-arrangements seem desirable, and in short, how our expenditure is working, we are a little in the dark. That is the trouble, of course, with all bureaucratic government. It has a difficulty in keeping absolutely in touch with the result of its actions. If you take the accounts away, you take away one additional source of knowledge from us.

3782. (*Chairman.*) That tendency to keep men in the central Government for a long time, so that they get out of touch with the real wants and necessities and difficulties of the district officers, has, if I may say so, been found to be a considerable difficulty with the Government of India, and it is being largely put right in the case of India by insisting that the men should not be in the central Government for more than a certain time, so that they pass backwards and forwards from the districts to the central Government, and *vice versa*. Similarly, I should propose, with regard to the War Office, that the men in the district detached audit branch should be interchangeable with the men at Headquarters here in the War Office, so that you would have men coming in here constantly who would be able to tell you here where the difficulties actually arose. I think that would get over your opposition?—I am quite prepared to admit that, and I am quite prepared to admit, looking further, that the men who went from here, assuming them to be reasonable human beings, as no doubt they would be, would get an additional education from being attached to districts, which perhaps they would not get here.

3783. (*Mr. Gibb.*) But I understood your point rather to be that by a local distribution of audit, the heads of the Accountant-General's Department would be more thrown out of touch with the actual expenditure?—I think the office throughout would suffer in that way; I mean to say that I think the Account Branch of this office here would have a tendency to lose touch with the effect of what it was doing.

3784. You are not speaking now of those subordinates who might be transferred, sometimes from the War Office to a district, and sometimes from a district to the War Office, but you are speaking of officers above those, having the control and management?—I was rather speaking of both. The men whom you would detach from here, the men who would have to take charge at any of these places, would have to be men of some status and responsibility,—men such as, supposing they were here, I should look to to come to me with an additional suggestion, or to start for themselves any improvement.

3785. (*Chairman.*) The presumption is that in future the man who rose to your responsible post would have spent some time out in a district headquarters?—That is quite possible. There is another point that I wanted to speak about, if I may, here.

3786. We shall be very glad to hear anything you have to say?—There was a point that Mr. Gibb asked me about yesterday, upon which I thought I should like to give you a few observations, and that is the question about the man who audits here being altogether separate from the man who, to a certain extent, administers the expenditure. Some 30 years ago an attempt was made, and in fact it was done, to completely divide the two. There was a Chief Auditor and an Accountant-General almost of equal status, the Accountant-General being the man who authorised or administered, so far as the Account Branch does administer expenditure, and the Audit Branch being a branch which purely audited, exactly as the Audit Office would do. The arrangement lasted about two or three years, and then I think it was found cumbersome,—that there was some sort of, I will not say antagonism, but at any rate waste of power as between the two branches, and the arrangement dropped. I think it was also felt to some extent that the separated audit got mechanical, and that it was better that the auditor should be in close touch with the administration. But now, here, as regards the sub-division which is the most distinctly administrative of the financial sub-divisions, that is to say, the sub-division which deals with pay,—for pay is not dealt with in itself by any of the Military branches—in that subdivision there is a

separation; there is F. 1, which deals with all the correspondence relating to pay and allowances in the nature of pay; and there is F. 3, which takes all the accounts and examines the pay portion of the accounts. At the same time I do not think that has been quite done as a matter of principle; I think it has been done rather as a matter of convenience, because the subject was so large that it was not quite possible for one Principal to combine superintendence over the two sub-divisions. But there we have what you obviously have in your mind, although, as I say, the arrangement has not been made as a matter of principle, but rather as a matter of convenience. In the other sub-divisions, where we partially administer, as for instance, with regard to stores, or with regard to supplies, or with regard to buildings, in those sub-divisions the accounts are examined, and such administration as there is, is done in the same sub-division, not perhaps, always by the same clerk, because the examiner would probably be a slightly lower class of clerk than the administrator, but, at any rate, under the general direction of the Principal. I thought I should like to make that point clear.

3787. (*Sir George Clarke.*) I am not quite clear whether the same principal clerk can now be employed at the same time in supervising audit duties and in supervising administrative duties. Is a line drawn in the duties performed at one time?—No, in most of the branches, except F. 1 and F. 3, the same Principal would be performing both duties.

3788. And you do not think a distinct line can be drawn, I do not mean a line that would prevent his passing from one side to the other, but a distinct line of administrative duty to be performed at one time separate from audit duty?—I am afraid I do not quite gather what you mean with regard to one time: do you mean from month to month?

3789. I mean that there may be a change at any time from being head of one branch to being head of another branch, but that at one time only audit duties or only administrative duties should be performed?—That could be done, no doubt, but in many of these rooms there certainly would not be full work for a principal and assistant principal doing the administrative part, and for an equal staff doing the examination part. The staff as it is is sufficient now, and is capable of grasping both sides of the question and doing the work. The proposal would mean a duplication of staff, and in my mind beyond that I think the arrangement would be undesirable for this reason, that in the administration the presence of the account, and the way in which the account comes out, and the form in which the charges appear, and their frequency, and the difficulties they give rise to, are to us who have not got the education of a dividend to work to, the best education as to how the expenditure is going and how the expenditure can best be regulated; that is what I have always found in my own sub-division, when I was in charge of a sub-division, that a man came to you with a question and you took it up, and you went into it from the account, and the account revealed the trouble to you. The arrangement proposed could unquestionably be made, but it would have to be made with a separate audit staff, and therefore at some cost, and also, in my view, with some loss of efficiency.

3790. (*Mr. Gibb.*) I gather that your meaning is that the necessity of going through the account item by item for audit purposes was a kind of education for the administrative work?—I think so without question. Lord Haliburton, I know, entertained that view, and so did the late Sir George Lawson, who was a very able administrator; and my own experience is certainly in that direction.

3791. If you were not obliged to go through the account in that minute manner for audit, you would be more inclined to give it a very cursory examination for administration?—That is so.

3792. (*Sir George Clarke.*) But the result of this intermixture is that the auditor can spread himself over all sorts of questions of policy and administration, can he not?—Certainly; the actual auditor of the account is very seldom the principal of the sub-division; the auditor is generally a man somewhat lower down, but it is always open to him to come to the head of the sub-division and to suggest to him anything that occurs to himself when he is auditing the account; and as you say, the auditor thereupon becomes a means of influencing the administration.

Mr. F. T.
Marrials.
5 Feb. 1901.

Mr. F. T.
Marzials.

5 Feb. 1901.

3793. So that the auditor becomes not only an auditor in the ordinary sense of the word, but a critic of the whole administration of the affairs of which he is the auditor?—Yes, distinctly, he may be so, and to my mind, strange as it may appear to you, it is desirable that he should be so.

3794. (Mr. Gibb.) Then your further point on that is, that if such a criticism as Sir George Clarke is suggesting occurred to the mind of the auditor, he would have to pass the criticism through the administrative critic before it descended upon the shoulders of the criticised person?—Distinctly.

3795. (Sir George Clarke.) I suppose the outside man rather takes this sort of view: That so and so is the auditor and that any audit criticism he produces is all right; but when so and so, who is nominally head of the audit branch, proceeds to criticise your administration, you feel a sort of irritation as if he had gone outside his proper lines?—There of course you are embarking upon a very large and important question, indeed, a question that really touches, one may say, the whole organisation of this office. Right or wrong, the whole organisation of this office is that there should be certain administrative branches mainly of a Military character. You have your Adjutant-General, who is responsible for the discipline of the Army, and for raising troops; you have your Director-General of Ordnance, responsible for its arms and its general equipment; you have your Inspector-General of Fortifications, responsible for its barracks and its forts, and you have your Quartermaster-General, responsible for its transport and supplies. Then, side by side with these branches, you have certain financial branches, a part of whose duty it is to regard the various points and questions raised from the money point of view, and to advise the Secretary of State upon them. A very limited view of the functions of the finance branch is that they are simply an auditing branch and no more, that they have only to take the expenditure and see that the money is spent and that the money's worth is produced in the shape of men or goods. But that is not the position that we claim, nor is it exactly the position that the Orders in Council have given us. Our position rather is that in an immense business like this, where the commercial money test does not come in, it is desirable that there should be, in the actual formation of policy, a distinct branch more permanent in its personnel than the Military branches, which change from year to year, and that that financial branch should have the power of criticism and advice. Of course their criticism and their advice must be taken like all criticism and advice; if it is nonsense and foolish, it is useless and in the way. The tree has to be judged by its fruits. The Secretary of State, as we consider, has a claim to be told the exact financial bearings, which are often very difficult to appreciate, of any new measure that may be proposed, and we also claim to give advice as to its urgency at that particular moment with regard to such funds as may be available; and even beyond that, to give advice from the purely financial point of view as to whether the proposal is worth the money. I know of course that there are very strong opinions upon this question, and that I am walking upon, I will not say dangerous ice, but thin ice.

3796. (Mr. Gibb.) On that, if the finance department representing economy differed from a spending department representing efficiency, which in your judgment should prevail?—I think unmistakably the efficiency should prevail at all times, assuming it to be acknowledged efficiency, and assuming it to be efficiency of an urgent character. In our constitution of the office as it stands at the present moment, the ultimate arbiter in all questions is the Secretary of State; the Secretary of State in that case would consider and probably take the Military opinion, and that Military opinion he would nearly always follow, no doubt, but he would not always follow it. Many of these questions become questions of large policy; he might even have to place the opinion of his Military advisers against the opinion of the Cabinet generally.

3797. And I suppose the criticism of the spending department is that finance representing economy can never resist the temptation of the cheapest bargain?—I do not think that that is quite so.

3798. You do not think that is a just imputation?—No, I think not. We traverse an enormous amount of space one way with another, and I have no doubt the

Military departments might bring up a case now and again where they think the money might have been desirably spent, and the finance department might think the expenditure has not certainly been productive, but one has to look at it broadly.

3799. (Chairman.) How far would your financial criticism go? Supposing there is a proposal from a Military branch for such and such a thing, do you put to the Secretary of State how much that would cost?—Yes, certainly.

3800. Would you also point out that the proposal might be carried out in a more inexpensive way; that would be within your province, would it not?—Certainly; we claim that if it occurs to us within reason that there is a more economical way of doing the thing, it should be done in that way.

3801. Would you go still further and contend that the whole proposal was extravagant and unnecessary?—Not except in a very extreme case. One would not put it exactly in those terms probably.

3802. In the first place, you act simply reporting to the Secretary of State that such a thing will cost so much?—Yes.

3803. In the second case, you act practically as an ally of the Military department in pointing out that the same result could be obtained in a cheaper manner?—Quite so.

3804. If you go beyond that and say that the whole proposal is unnecessary, then it might seem that you are getting on to debatable land. I want to get from you whether you ever do go beyond those two points?—I do not know that in actual practice we should ever go beyond them; we should always recognise that efficiency was the paramount thing; but it is our duty to place before the Secretary of State the expense, and if we thought it could be done cheaper; and even I think we might go beyond that, as to relative necessity from the point of view of expenditure and income.

3805. Necessity with regard to other demands?—Yes; you have to remember that one has to impress on everybody connected with the Army that finance in its large aspect is no question of a finance branch, or any departmental branch at all. The country will not year by year incur more than a certain amount of taxation for the Army. They will give a certain amount, but no more, and if that amount is wasted on one thing it must be saved on another. I may also say the Military branches do not always proceed exactly as one man.

3806. Each Military branch is likely to have its own pet child, I suppose?—It very seldom comes to this, that a proposal means the whole Military branch on the one side, and the Accountant-General's branch on the other.

3807. You express, do you, an opinion on the necessity of one Military proposal, in your judgment, over another?—I should do so.

3808. (Mr. Gibb.) From a cost basis?—I should scarcely touch it, except from a cost point of view.

3809. (Mr. Beckett.) Practically, you pronounce on expense and expediency?—Yes, that is about it.

3810. (Mr. Gibb.) Expediency from the point of view of expense?—Purely.

3811. (Chairman.) You say, "Money will be forthcoming for this proposal within our limits, and money will not be forthcoming for the other proposal, therefore I consider the first proposal the more practical of the two"?—Yes, that would be so. At the present moment, for instance, the Estimates for next year are in contemplation. There are a great number of new proposals of one kind and another going up yearly before the Secretary of State, as to what shall be taken and what shall not be taken. I and my branch produce for the Secretary of State statements indicating the cost of all these things, but we very seldom express any opinion as to ultimate desirability or non-desirability; occasionally we may as to the desirability. We know, and the Military branches know perfectly well, that the whole of those things will not be covered; they probably amount to some 4,000,000L. or 5,000,000L., which the state will not allow. Many of these proposals are not things of which one can say they are not more or less desirable.

3812. (*Colonel Miles.*) With regard to the question of giving an opinion as to the Military expediency, it affects small questions as well as large ones, does it not. Take the question of a man being on duty or not, you would claim to give an opinion as Military authorities?—No, not as to Military duties.

3813. But such cases have arisen, have they not?—Yes.

3814. For instance, where an allowance is claimed where a man is said to be on duty, a discussion has arisen with the Accountant-General's Branch as to whether the man was or was not on duty?—I do not think, except in a very extreme case, the Financial Branch would refuse to accept the Adjutant-General's view as to what was duty or not.

3815. (*Sir George Clarke.*) Do you think the Civil War Office has quite accommodated itself to the later changes; that is to say, to the handing over of certain votes to the Military heads by the Minister?—I think so—honestly, I think so.

3816. Does not it rather follow in the older lines where Military officers were not to the same extent supposed to be responsible for the administration of their several Votes?—That is quite true. For instance, the Quartermaster-General within the last 10 years has been responsible for his own expenditure, but I do not think we have traversed or quarrelled with his administration.

3817. But it seems to me to follow that each Military head of a spending department wants a permanent Civil staff under him, to advise him, when he is forming his estimate, as to the effects of things, to keep the accounts of his Vote, and let him know at any time how that Vote stands, and, lastly, to advise him with regard to any fresh charges or changes of allocation he may wish during the year; that seems to be a function to be discharged by a permanent Civil skilled branch under every Military head, the spending branch. That is one important Civil function which, I think, should be Civil, and should be performed by skilled experts; but then comes the other function, the subsequent function of audit, and it seems to me those two ought to be separate and a line ought to be drawn between them. In one case you get the administration done by bringing direct and personal views to the notice of the Military head, and therefore you avoid misunderstandings, whereas at present sometimes, perhaps, there are controversies which do lead to a certain amount of friction. Cannot those two functions be subdivided, each of them being most important, and each of them being naturally Civil and permanent staff duties?—I admit, and it is a matter I have very often thought about, the strong arguments that there are for that. I quite admit their force and their power. I would even go further, and give you an additional argument, if you like, in the matter, that is, that the having to deal with the expenditure would itself be to the administering Military officer a great help in his administration. But, to my mind, the reasons why that is not a desirable plan are that the Civil officer, placed in that case under a Military officer loses the independence which, I think, he ought to have, because, as I have said before, our position with regard to the Army—the financial position—is a very strange one as compared with the commercial position. There is absolutely no check on return and expenditure, except some external check. The Civil officer whom you place with a Military officer to advise him would necessarily and naturally be his subordinate, and not an independent critic. That is one point. Secondly—and here I am touching on very delicate ground, and I should like to touch it with all possible care—the Military officer who comes here does not come here for any length of time; he is here for only five years; during a certain amount of that time he must be learning his business, and while he is learning his business he must be to a great extent in the hands of the subordinate. A high Civil officer would not accept the position of being under a Military officer in that way, and therefore, in all probability you would have to rely on a non-commissioned officer or officer of the Quartermaster class to retain the continuity of your branch; and that is not a desirable arrangement.

3818. I should have thought your argument rather went to show that the permanent Civil official, who, I suppose, would be an Upper Division clerk, would become an exceedingly powerful person in the Military

department by his permanence and by his accumulated experience?—I very much doubt to what extent he would accept the position.

3819. Of course, he would have nothing to do with the junior Military officer; it would be impossible to put him in any respect under young Captains; he would be the right-hand man for financial questions of the Military head of the department. Do not you think his position would certainly be a very strong one?—I think his position would be a very strong one, but I do not think it would be the position of absolute independence which I should like. It is not, however, a case in which I wish to minimise the force of your arguments, and say there is nothing in them.

3820. When you say he is a critic, you only mean, do you not, that he is a critic of the comparative cost of things?—No, I should say, to a certain extent, that he is a critic of something more than that, or ought to be; he is not a mere computer in the matter.

3821. (*Mr. Gibb.*) The Committee have had the evidence of Colonel Drage this morning, and, as I understand it, there are certain direct payments made by Paymasters, and there are also certain payments made through imprest to sub-accountants, the latter being mainly for the pay of troops. Does your observation in regard to pre-audit and the careful distinction which should be drawn between pre-audit and post-audit apply to payments for the troops as well as direct payments by Paymasters?—No, it applies simply as regards direct payments; as regards payments made to troops by imprest, it does not apply.

3822. That is to say, if the audit were centralised in the War Office, that would not create any difficulty in regard to the accounts for the payment of troops?—No, none at all. You have quite comprehended that there is a complete difference between the two.

3823. As regards the direct payments made by District Paymasters, those would be mainly payments under local contracts, would they not?—To a great extent, but not altogether. There are various payments made both for the pay of subordinates, and also travelling charges, and charges for lodging allowance, and various matters of that kind, which are not made to contractors; but payments to contractors, probably, in the Home District would be the larger amounts, no doubt.

3824. They would be either payments under contracts or payments in accordance with regulations, would they?—That is so.

3825. And in one case the person paying has to see whether the payment is due under regulation, and in the other case to see whether it is due under contract?—That is so.

3826. In regard to the payments under contract, do you consider that the Paymaster is the officer who is responsible for seeing that the claim of the contractor is in accordance with contract, and correctly charged and computed?—Yes.

3827. I suppose in all cases in claims on contracts, the claim is in the first instance examined by the department having charge of the contract?—That is so.

3828. And it comes to the Paymaster certified by some officer in the department?—Certified by the officer that the terms of the contract, whatever they are, have been observed, or that the goods have been actually received and brought to account in whatever store account is concerned.

3829. Still, would not you say the Paymaster has discharged his duty when he sees that he gets a claim from a contractor duly certified by the department responsible?—No, speaking generally, he would have himself to check according to the terms of the contract, i.e., to check the bill by the contract.

3830. Do you think it is desirable to take away from the spending department, which has the responsibility for the work referred to in the contract, the full responsibility for examining and checking and certifying the claims?—I do not think it is desirable to take away their responsibility for it, but I think it is desirable that some extraneous person should have the power, and exercise it, of checking and seeing that that every bill is correct.

3831. From what point of view?—From the point of view that that bill may be an erroneous bill, the contractors may have supplied unnecessary things either

Mr. F. T. Marzials.

5 Feb. 1901.

Mr. F. T.
Marziale.

5 Feb. 1901.

by collusion or without collusion, or charged for things not supplied, or charged an excessive cost, or there may be mistakes. If there was a mistake or a fraud, the responsibility of the original person who had accepted the bill from the contractor would remain.

3832. Taking these things one by one, I presume all goods delivered under contract are inspected?—Yes.

3833. And whether the audit is by Paymaster or by anybody else, I presume the certificate of the inspecting officer as regards quantity and as regards fact of delivery is conclusive?—Yes, it is conclusive to this extent: If it is an article that has to be brought on, as a great many articles have, to a store account, it is our universal practice to see that all cash is translated into stuff. Where we have a charge for goods, whether food or building materials or whatever it is, we see that the goods are brought on charge in the store account, which shows receipt into store and the way in which the goods have been used.

3834. But it is also conclusive, is it not, in its being a complete satisfaction to the Paying Officer that the quantity of goods alluded to have been delivered, have in fact, been delivered?—Quite so.

3835. And that they were in point of quality in accordance with the specification?—Quite so.

3836. Then there remains the question whether the price charged is according to contract?—Yes.

3837. Ought not the spending department to satisfy themselves before certifying the account that the price charged is according to contract?—Certainly.

3838. And if they do, is there any real advantage in doing the same work over again in the Paymaster's Office?—I think there is, as a check upon the spending department itself, which is one step nearer to the contractor. Some check of that kind would have to be exercised; whether it is desirable for the War Office to repeat that check afterwards may be a different question, but that that check should be exercised I think is unmistakable. I do not think one can quite leave the receiving department unchecked in its relations to the contractor. Occasionally things do go wrong—some local contractor will get hold of an unhappy sergeant and there are bogus bills for work not done, or goods not supplied.

3839. I am only talking of a comparison between the price charged in invoice and the price fixed in contract?—Yes.

3840. If the receiving department checks the bill and compares it with the contract, do you not think the certificate of the receiving department on that particular point could properly be accepted?—I think myself there ought to be a check; I quite see your point.

3841. If the contract provides for payment at 10s. a ton for any article, and the charge entered in the account is 12s. a ton, say, a receiving officer who passed that would run a very great risk of being found out, would he not?—Distinctly.

3842. Quite apart from a regular systematic check by the Paymaster?—Certainly.

3843. Then as regards the mere arithmetic of the account—the adding up of the figures and charging out the items—do you not think that that might be fairly left to the receiving department to do before certifying the account?—Of course that is rather the point involved, the question whether the department immediately in communication with the recipient of the money ought not at some stage to be checked in its transactions; to what extent, in practice, there are mistakes found at these various stages which have had to be rectified by the Paymaster, I cannot tell you, I really do not know. Those mistakes would not come here, they would be rectified by the Paymaster, and we should not see them.

3844. You understand that the questions I am asking have no reference to the general supervision of administration?—I perfectly understand that. You are merely speaking now on the question as to whether the examination given to the bill by the department which has received the goods ought not to be sufficient without any further check on the part of the Paymaster or on the part of this office.

3845. Any further check at least in the way of pre-audit?—Yes; I think as regards that class of goods perhaps it might be so; but, as I say, I should rather hesitate to give you an absolute answer on that until I knew to what extent really practically mistakes arose.

Of course I perfectly understand your point. Your point is, that if the bill can be accepted in that way without pre-audit, you could simply make the Paymaster a cashier without danger, and the bill might come to the local War Office or the War Office here, simply as a cash payment made by him and subject to our examination without the intermediate examination of the Paymaster, and so do away with the necessity of the bills coming up for pre-audit either to Dublin or to this office.

3846. The question we are discussing, of course, has a strong bearing on the relative possibilities of War Office audit and local audit, and if mistakes of a character that might escape through the receiving department were made, such a mistake as an error in addition—any mistake of that sort—would not be difficult to correct after post audit, would it?—Not usually, perhaps.

3847. I mean, difficult to get corrected by adjustment with the contractor?—Quite so.

3848. On the assumption that pre-audit by the Paymaster is not necessary, which of the two systems, local audit or centralised War Office audit, do you consider, would be the most economical?—I think, myself, the War Office audit, that is my own opinion about it.

3849. If it is practicable to confine the audit to a War Office audit, you would favour a centralised audit?—That is so.

3850. The Committee have had tendered to them a memorandum by Sir Ralph Knox, in which he says:—“Auditors could certainly be sent to the various districts to conduct a local audit, and where the accounts are extraordinarily bulky, as in the case of Woolwich and Pimlico store accounts, a permanent local and concurrent examination is carried out, but it would be an extravagant plan to provide a local examination of the great variety of accounts which exist in a district. These accounts, when rendered to this office, are distributed.” Then I go on to these words:—“It would be very difficult and costly to provide a properly qualified staff, and endless varieties of ruling would arise if the decisions were to rest with the local auditors.” Do I understand from your evidence that if pre-audit is necessary, you would agree with that opinion?—I agree with this, that if pre-audit is necessary it would be desirable to have the pre-audit at one of these local places rather than here. I think the immense conglomeration of work here would be very unwieldy.

3851. I am afraid I have put my question unhappily. If pre-audit is necessary, do you consider local audit would be essential, notwithstanding the objections to it which Sir Ralph Knox mentions?—I will not say essential, but if you will allow me to substitute desirable for essential, I will accept that.

3852. What do you say as to the danger of varieties of ruling if there were local audits?—Of course, that is the great point about decentralisation; directly you decentralise you must have varieties of ruling, it is one of the evils you have to accept.

3853. If there is a difference of ruling it comes to be known in other districts and at the Head Office, does it not, and if it is an undesirable ruling it is corrected in time?—No doubt it might be corrected in time. Those who have got the least favourable ruling would probably appeal, and we should have to decide as to which ruling ought to prevail.

3854. As regards the working regulations, you said something as to the great desirability of the Head Office being in close touch with the working regulations, so as to see and know their effect. Do you, before putting a regulation in force affecting, we will say, the Paymasters' work, as a rule consult the paymasters about it or not?—If it is a matter likely to affect them, we, in the first place, should consult the Quarter-master-General's Branch, Colonel Kitson, who is the administrative head of the Paymasters, and a very capable officer, and if there was any doubt about the proposal, we should probably write to a half-a-dozen of the best Paymasters we could think of, and ask them how they thought the proposal would work.

3855. Would you subsequently, after the new regulation was in force, seek by special application to Paymasters to find out how it was working?—No, I think we should probably wait and see if they complained, or if they said this or that was not working well. Many of these things are matters in which it may be desirable

to carry out some regulation with regard to the men's pay or their messing allowance, or any other allowance, but which in practice prove to be complicated and difficult. For instance, there was a regulation brought out some years ago that the men were to get 3d. a day if they were 19 years of age. Well, the difficulty of getting the birth certificates of these men proved to be insuperable; the thing was not workable.

After a short adjournment.

3856. (*Chairman.*) I want to ask you a few questions on the statements which the Committee have received from the various finance branches. Referring to F. 3, at the top of page 3, it is stated that "a considerable amount of attention has also to be given to the balance sheets of company officers, showing their liabilities and assets, and the state of their accounts generally." We have had some explanation on that point from Colonel Drage, from which the Committee gather, I think, that the company officer, in the public account which he kept in the local bank, would also include in that the accounts of various company funds, such as cricket club funds and things of that kind, so that in theory, at any rate, there might be a possibility of his making payments as to those particular company accounts out of public money?—That would be so, no doubt.

3857. But Colonel Drage thought the matter would not be of much consequence, because these company accounts are very small, and the balance of public money which the officer holds is also very small?—It is very limited; it is not a large account; it is quite within hand as a rule.

3858. Do you see any objection or danger in this way of mixing up public and non-public money in an account?—It is semi-public money, although it is not absolutely public money. It is not personal money belonging to the Captain himself—he is merely a kind of trustee for it—I have never known of any practical difficulty. With the small amounts involved in a company, I do not know that there is any practical danger. If it was a very very large thing, no doubt it would be desirable to have separate accounts, but the transactions here are generally so small that I do not think there is any great danger about it.

3859. The system is well known to the War Office, has been well considered, and the authorities think there is no danger about it?—Yes. It used to be possible at one time for the Paymaster to hold funds of a similar kind and to abuse them, but that has been for a long time put a stop to; there the regimental funds of a whole regiment might have been large, but here the funds of a company would not exceed, perhaps, more than a few shillings, and I do not think it is a material matter.

3860. With regard to the work of F. 4, referring to the last page, in respect of the audit of Volunteer efficiency books conducted by F. 4, would it not be possible to accept the statement of the Commanding Officer as to efficiency, which, I understand, in this case is mainly constituted by attendance, without F. 4 looking behind the certificate of the officer, as it were, and counting up the attendances?—I am afraid that all the Volunteers are not always very particular and exact with regard to their claims for Capitation allowance; there is a tendency to exaggerate their numbers and their attendances. I do not think it is undesirable that the check is exercised, it cannot be a very large matter.

3861. Are many errors detected?—I fancy so. I can let you know how far that may be. Some errors in the Volunteer returns do distinctly take place.

3862. (*Sir Charles Welby.*) The point is, I suppose, if it were not for your examination the errors would be larger in number?—Of course that is so with regard to all audit; it is more a question of prevention than absolute finding out.

3863. (*Chairman.*) Would it be possible to reduce it to a test audit so as to minimise the work?—I think it might. I will inquire into that if you will allow me, and let the Committee know at some future time.

3864. (*Sir Charles Welby.*) I suppose if a Volunteer Commanding Officer were found to be deliberately giving false returns of efficiency, it would be a serious Military offence, would it not?—Yes, if done deliberately.

3865. (*Sir George Clarke.*) But how could audit detect that? Must not that be taken on the certificate of the

Commanding Officer?—That, no doubt, can only be by comparison of the returns produced with the returns forwarded on which the claim is made; but as regards the ultimate fact of the men having attended on such and such a day, that must depend on the accuracy of the entry made at the time by the sergeant instructor.

3866. (*Chairman.*) It is practically an arithmetical calculation?—Yes, that is so.

3867. (*Sir Charles Welby.*) With regard to the F. 4, it deals not only with efficiency books, but the camp returns are examined in full. I imagine the same query would apply there?—Yes, the same remarks apply to both.

3868. And also as to the last paragraph: "The only issues made through Paymasters are the allowances &c., earned by Volunteer Officers at Schools of Instruction. These are paid direct by Paymasters and are examined by F. 4 in full." There again, the same query would apply?—Yes, there again the same query would apply.

3869. Then in regard to the Army Reserve, it is stated here that all payments of Army Reserve pay are effected by money orders issued by Paymasters, the value of these orders is recovered from the War Office on a claim sent direct by the General Post Office, the claim is checked in full with the lists sent in by the Paymasters. It strikes me as questionable whether that is necessary?—The difficulty about that is this: apart from the audit here given, there is no audit really on those claims at all. The Post Office exercises no check whatever; they simply pay any money order that is produced, but whether the money order produced has really been issued against an existing Reservist, there is no check except the check we give here, and with regard to that, losses distinctly have occurred both with regard to the Reservists and also with regard to the pensioners. There have been cases in which some fraudulent clerk in the Paymaster's Office has got hold of the money orders, which are usually kept under lock and key in a safe by the Paymaster, and has filled them in, stamped them with the office stamp, and made off with the proceeds.

(*The Secretary.*) And this, of course, is the only way of checking that?

(*Witness.*) Yes. There was a considerable fraud of that kind which occurred at Woolwich.

3870. (*Sir Charles Welby.*) With regard to the Yeomanry, the charges for the pay of the Yeomanry are dealt with in the districts on the same system as the Militia, but they are examined in full by F. 4, as upon them to some extent depends the issue of annual grants to the force. Does not the same remark obtain there as regards the Volunteers, that it might be conceivably possible to accept the statement of the Commanding Officer?—Yes, and I will make the same inquiry as to that.

3871. (*Chairman.*) With regard to the work done by F. 5, on page 4 of the Memorandum, the Army Medical Department, it appears, examines the invoices of all contractors for medical stores fully, and then passes them on to F. 5 for payment. F. 5 examines a percentage of the items. Are we to understand by that that F. 5 casts up the totals to see if they are correct?—No. I think they cast up the totals; but, besides casting up the totals, I think they take a test of a few of the items in the contract and see the amounts are correct. Those are not large accounts. I think they come in twice a year, or something like that, and they are checked by the Medical Department. Some time ago I wanted the Medical Department to give up the examination of them altogether and let me have the contracts, and let me check the whole thing; but they said they preferred to keep an eye on them, so we agreed to have a smaller test audit. There, again I think, it would not come to very much if we accepted the audit of the Medical Department, which, as a matter of fact, had been done for a considerable number of years.

3872. The present system seems to be a duplication. Do you think that what you suggest might be done?—Yes, I think we might accept their audit. I think we really took that audit on more as a matter of principle than as a matter of necessity; that it was our duty to see the thing was correct; but we acknowledge there had been no great error occurring under the previous arrangement.

Mr. F. T.
Marzials.
5 Feb. 1901.

Mr. F. T.
Marzials.

5 Feb. 1901.

3873. Would your remarks equally apply to the veterinary accounts?—They might. I might say that neither the medical nor veterinary accounts are accounts of a very large character; they are small accounts.

3874. Will you turn to the work of F. 7 on the first page of the Memorandum. That branch, F. 7, appears to completely audit all Pension Accounts at the War Office?—That stands in exactly the same position as the payments of the reservists, which I mentioned a few minutes ago in answer to Sir Charles Welby. Those payments are made on an Army Postal order, and unless we examine the list of the Army orders sent us by the Post Office with the statements of the pensioners existing, we have no real check that it is not a bogus thing altogether. That is the object. Our own audit there is the sole audit that that account gets.

3875. Would a test audit meet the case?—I imagine probably it would; a test audit of one month's account and then leaving another month. For instance, completely doing it and not doing it for three months, and taking different accounts at different times, would probably meet that case.

3876. That would lead to some reduction of work?—It would.

3877. A considerable reduction?—Yes, I think a fair amount of reduction.

(The Secretary.) I suppose you would probably save four or five boys.

(Witness.) Yes, it is not highly skilled labour in any sense; it is simply a check of the postal order with the list we have here. There is nothing elaborate about it; it is a cheap form of labour.

3878. (Mr. Gibb.) Who sends out the postal orders in the case of pensioners?—The Paymaster; the Paymaster for that purpose is a Post Office official, as it were; he has a Post Office stamp, makes out the Post Office order to the pensioner, and sends it out with his stamp on it.

3879. (Mr. Beckett.) The War Office does not examine money orders in connection with payments to pensioners, does it?—It does not examine the money orders themselves, but it examines the list sent by the Post Office. It examines the list of what the Post Office has paid with the list of pensioners we have here to whom the Post Office orders have been issued.

3880. But there is no examination of the Post Office orders themselves?—No, the Post Office have done that. The Post Office have a return of what they issue, and that return is compared with the list of the recipients, the pensioners; there can be no possible collusion. Do the Committee wish me to take a note as to the possible reduction of labour as to this?

3881. (Chairman.) Yes, the Committee would be glad to hear what you have to say on the subject. Will you please turn to the last paragraph, as to the Chelsea and Kilmainham In-Pension Accounts, which says, "The audit by the War Office is as complete as possible, though it is, owing to the nature of the accounts, in many respects only a test audit." Would it not be possibly sufficient to accept the certificate of the officer in charge of these hospitals, and possibly to make sure that things were correct by sending down a surprise visit of inspection from time to time?—That might be done. They are not very large accounts, and I do not know that it would be worth while having a surprise visit simply for them; but, taking the surprise visit in connexion with the Head Pay Office at Dublin, it might be done in that way. Of course, it depends so very very much on whether one considers that every account rendered to this Office which has not been examined by some person in a position of either independence or quasi-independence like the Paymaster, should be passed here without a proper audit and check. I think that is a dangerous position to take up—that any account should be presented here by an expending officer without check.

3882. Without complete audit?—Yes, unless in the case of these accounts, which have been audited by the Paymaster, and which stand outside him, as it were, in which case we should accept his examination.

3883. (Mr. Gibb.) In those cases the Paymaster sends out the postal orders according to a list which he prepares and checks, does he not?—You are speaking now of the pensioners, not as regards these particular accounts at Kilmainham.

(The Secretary.) In these particular cases these men are living in the hospitals.

3884. (Mr. Gibb.) I am referring back to the general question?—In those cases the Paymaster receives from the reservist or pensioner a certificate certifying that he is alive on a certain date. On that he prepares his list of the money orders he is going to issue, and at the end of the month or quarter he issues those orders.

3885. He being an officer, as you have described, of a quasi-independent character?—I think not here, because he makes the absolute payment. My independence applies really only to the imprest accounts.

3886. (Sir Charles Welby.) If there were a system which created a local branch of the Accountant-General's Branch in Ireland, the Kilmainham pension account would be audited there, would it not?—Distinctly, but the point would still remain whether it ought to be audited at all or not.

3887. (Chairman.) Referring to the next page "Paymaster General's non-effective account," I see there "no pay list is received with the account, but only a schedule of the payments made"?—The Paymaster General sends in a receipt of the recipient of the retired pay which is noted off in the lists kept here. That again is a question of cheap notation against the man's name as to the date on which he has received his retired pay.

3888. (Sir Charles Welby.) Has this to do entirely with officers?—Absolutely, or Civil Servants.

3889. (Chairman.) And that is done in full, is it?—Yes; it is a very mechanical form of check; it is simply seeing quarter by quarter that every officer on retired pay sends in a proper voucher for his retired pay when he receives it.

3890. And do you think that it ought to be done as completely as at present, and that it is necessary?—I confess to having had many doubts about it myself.

3891. Then you would see no danger in this practice being altered?—No, I would not.

3892. Would that be a saving of work?—Some work, but not a very great deal, and work of a cheap character; it would be a saving of work distinctly.

3893. The Director of Contracts told the Committee that all bills that come under contracts made by him go the Accountant-General's branch for examination and audit, "and doubtful questions arising out of the contract they have to refer for my opinion. I think myself, the Director of Contracts being the commercial side of the Finance Branch, that the audit of those bills could be with advantage and with considerable saving of work effected by the Contract Branch. It would save a certain complication of work, and I could arrange my contract books so that the bills could be checked with the records kept in the Contract Branch, just as well as they are done in the Accountant-General's Branch." Have you any opinion on that proposal?—I do not think it is a sound one myself. I think it is very desirable that the Contract Branch should be kept strictly and entirely to its work of making contracts, and once there is any payment to be made under the contract, it should fall on the Accounts Branch to make it. If there is any question arising afterwards on the contract, then the Accountant-General should refer to the Contract Branch as to the exact terms of the contract, whether the payment was in accordance with it or whether there was anything requiring variation; but as regards the cash payment, I think that falls within the province, not of the contracting officer, but the paying officer. My objection is not one of mere technical arrangement. I think it is undesirable that the Contract Branch should be the actual paying persons. I think that an independent examination and check is desirable. The proposal as it seems to me would involve a dislocation of the existing arrangement, and not be in accordance with principle.

3894. (Chairman.) And you would see no corresponding advantage in it?—No, I do not see any.

3895. (Mr. Beckett.) I should like to direct your attention to something which came out in evidence before the Committee on Decentralisation with regard to the German Army, where General Brackenbury says, at page 39, "We have it in evidence that in Germany there is practically no audit in the War Office at all; the audit is carried out at the Headquarters of the Army Corps by the audit branch of the Intendant

" Office, and all that the War Office does is merely to compile the returns which have been sent up there." Under this proposed decentralization audit, I suppose in England, as in Germany, there would be a very large diminution in the audit work done at the War Office. Would it be possible to carry it out, do you think, to the same extent as is done in Germany by appointing for a local army corps an especial Intendant who would be responsible for the local audit?—I am not quite sure that I understand the question. We have no exact functionary here who would answer to the local Intendant; he would have to be created. An attempt was made to create such a functionary some years ago in the Office of the Chief Controller, but the functions clashed with those of the General Officer Commanding to such an extent that it was abolished, so that I do not know how you

could carry out the suggestion unless you created a new office altogether, or modified the German proposal in the sense of having the audit done by a section of the War Office from here. I think that would be the only way in which you could carry the suggestion out. You would have to create a body for the purpose. Either that body must be totally independent, which I suppose to some extent the Intendant is, or else you would have to create a body decentralised from this office, but in close touch and in absolute communication with it, and with frequent transference not only of personnel but of duties.

3896. (*Sir Charles Welby.*) And I suppose you would say a German Army Corps' Headquarters corresponds more with this office here than with any military district in this country?—That is so, considering the size of area administered and the number of troops.

The witness withdrew.

Mr. GEORGE POTTS WIGHT called in and examined.

3897. (*Chairman.*) You are a principal clerk in F. 3, I believe?—Yes.

3898. The Committee have before them a statement signed by yourself giving them an account of the work of your branch. Have you a copy of it before you?—Yes, I have.

3899. The first division of the work is the charges coming through the company pay lists—good conduct pay, company pay, and extra pay of all kinds. You audit one-eighth of these pay lists, do you not?—Yes.

3900. That is to say, each pay list would, on the average, come up for examination about three times in two years?—Yes.

3901. Under this work of examining the charges coming through the company pay lists, on the top of page 3, you say that "a considerable amount of attention has also to be given to the balance sheets of 'company officers'?"—Yes.

3902. That is, with regard to other moneys than the moneys issued on imprest, is it not—company accounts of all kinds?—It was intended to refer primarily to the money which they receive for the payments to their companies on imprest from the Paymaster. We do not examine the company or regimental funds.

3903. Is all that is done with regard to them done by the Paymaster in order to see that public money is not being taken for those funds?—Yes, and when we look at a pay list attentively, that is to say, one in eight, we do the same. We see that the company officer is not using public money to finance the different funds—the messing fund, cricket club fund, and so on.

3904. And can you make quite certain of that from the accounts?—Generally. The assets appear, of course, on one side and the liabilities on the other, and we see that the assets which are shown in the company balance sheet do not exceed the liabilities, that is to say, that the company officer is not using any of the money which the Paymaster has given him to pay his messing bills. It is only another way of saying that we see he is getting a sufficient amount from his men, or taking sufficient stoppages from his men, to pay the messing bills or the cricket club bills. It is really a small item in our examination work, and we do not give a great deal of attention to that particular feature of the balance sheet.

3905. As to the balances on seven-eighths of the pay lists, you only give a limited examination?—Yes.

3906. You check the totals into the Paymaster's General state?—Practically, all we do is to see that we have a receipted voucher for every payment, in accordance with the recommendation of Sir George Lawson's Committee, which you have had before you; in other words, we see that we have a pay list signed and certified, and we carry the totals into the Paymaster's general state, which is a recapitulation form. We treat the pay list as one voucher.

3907. With regard to what are known as "district" services, particularly as to all payments in the nature of pay made under that heading, do you examine them to the extent of one-sixth?—Yes.

3908. Do you consider that the Paymaster stands, in relation to these payments, in the same relation as he stands to the money which he issues under imprest?—No, certainly not. He is not, strictly

speaking, an auditor of this group of charges at all. I should make it clear that there are certain payments which come under this group which really are payments made by means of an imprest, that is to say, indirectly by the Paymaster, the division into "regimental" and "district" services being a loose one. The payments which the Paymaster himself makes—for instance, deferred pay, the pay of an officer or clerk, or a nurse—are made directly. Of course, he cannot audit those. An audit in the ordinary sense of the word, I take it, must be an independent examination. We have hitherto considered it sufficient to watch these carefully to the extent of one-sixth, and we think we can keep the Paymaster straight by so doing.

3909. Do you detect any errors?—A certain number, but not a great many. We may see that a Paymaster is going wrong on some point, and we may note that it is a point on which other Paymasters are likely to go wrong, because, perhaps, the regulation is rather complicated, or a little obscure. Then, if we find a weak spot like that, we go for it rather carefully in all the other accounts and try and set it right. This, of course, is preventive work, and there is little or nothing to show for it in the shape of disallowances. On the other hand, if, in a certain group of payments we do not find much to comment upon, we give up examining them for a little time, and economise in that way.

3910. The Paymaster's account always remains in the custody of your branch, does it not?—Yes, we receive it and keep it to the last. We take out the charges which are examined by the other divisions of the office, and put them into what is called a schedule, and send them to the proper quarter for examination. Then we see that that schedule comes back to us, and any disallowances which are made are properly carried out.

3911. (*Mr. Gibb.*) Are these schedules bulky?—Some of them are. For instance, the transport schedule in a big district is very heavy. Our work is simply this: we take out the necessary vouchers, see that the total of the Paymaster's covering abstract agrees with the charge in his account, put it into a "schedule," and pass it to F. 5. It is examined by that branch, and we do not see it again until we get their decision. That is done with all the Votes which we do not examine ourselves.

3912. (*Sir George Clarke.*) You said that as regards the district charges the Paymaster was not regarded as an auditor; therefore, as regards those charges there would be nothing more than one-sixth audited, would there?—Yes, that is what it comes to. Theoretically, I suppose, they should be audited in full, but since the Report of Sir George Lawson's Committee, was acted upon, we have dropped to one-sixth.

3913. (*Chairman.*) Has that meant a considerable reduction of work?—Yes.

3914. Has it meant any reduction of staff?—It meant a considerable reduction at the time, but since then we have had a great deal of work in other directions, what with the growth of the Army and one thing and another; and, of course, the war has upset everything, so that we only felt the full benefit of the reduction for a short time.

3915. You say, "When an account is completely examined, the classification is reviewed, and mistakes, which are very often numerous, are pointed

Mr. F. T. Marzials.

5 Feb. 1901.

Mr. G. P. Wight.

Mr.
G. P. Wight.

5 Feb. 1901.

"out to the Paymaster." Is classification only reviewed when the account is completely examined?—I think I may say yes. We did try at the beginning to review it always—we gave it up as quite impossible—we had not the staff to do it; and now we only review it when we examine an account thoroughly, and we think that is sufficient. Of course, if the examiner saw a very large amount which he knew to be wrongly classified, he would obviously correct it, but he would not hunt about for mistakes.

3916. (*Sir George Clarke.*) Is not the local classification a very small matter?—Unfortunately it is not, the headings of the Estimate are so very numerous. Parliament insists upon it, and I have been engaged in a small struggle for the last two or three years endeavouring to get the items telescoped. We get one or two telescoped each year, but that is about all.

3917. (*Chairman.*) You are gradually arriving at it, are you?—Very slowly. For instance, pay is separated from good conduct pay, from extra pay, from extra duty pay, from messing allowance, which is another variety of pay, and you can quite understand all that means work.

3918. (*Mr. Gibb.*) Who is responsible for settling the headings under which expenditure is to be classed?—I am not quite sure; I suppose the Accountant-General has a say in the matter; and I believe we take the Treasury into consultation when we do anything serious in the way of amalgamating items.

3919. Who would be responsible for classing good conduct pay under the heading "Pay" if it were done?

(*The Secretary.*) The Treasury would have to be consulted before such an arrangement was carried out.

(*Chairman.*) Would it mean consulting the Public Accounts Committee?

(*The Secretary.*) Not in the case of such a small point as that, but in the matter of telescoping the Votes it would be necessary; we frequently reduce or amalgamate subheads without reference to the Public Accounts Committee.

(*Witness.*) I was answering the question that it is not a small matter to keep these things straight. Many mistakes are made in Paymasters' accounts, for his clerks naturally do not appreciate all the distinctions which we insist upon.

3920. (*Chairman.*) With regard to Agents' accounts, the great majority of officers draw their money through Agents, do they not?—Yes; all regimental officers, or practically all. They have the option of drawing through the Paymaster, but they very rarely avail themselves of it. They find it a convenience to have a banker in London.

3921. And the Agents render these accounts quarterly?—Yes.

3922. And they are very thoroughly examined, are they?—Thoroughly examined in every respect.

3923. That is, I suppose, assuming an officer got a local allowance at one station which you have passed and he is removed to another station, the Agent would go on claiming that local allowance all the same?—He might. I should say that allowances, in the ordinary sense of the term, are issued by the Paymaster; it is pay and items in the nature of pay which are charged by the Agents, with some exceptions; but generally speaking, the items are pay and extra pay, and things of that nature which are charged by the Agents, and the lodging and fuel and light allowances are in the Paymaster's accounts.

3924. In what way does the Agent render his accounts badly?—Carelessly, I should say. Their plan, when they are in doubt about an item, is to charge it, and if it is wrong, the War Office throws it out.

3925. They do the best they can for their client?—Yes; I think on a quarterly account we get from 500l. to 1,000l. disallowances; that is not at all uncommon.

3926. (*Mr. Gibb.*) Out of a total of how much?—That, I am afraid, I cannot say straight off. Not one per cent., I should say.

3927. (*Chairman.*) But there is a good deal of work with regard to those accounts with Agents, is there not?—A great deal. One of our difficulties is this: At foreign stations the staff and the departments normally draw their pay through the Paymaster, and it is often difficult to prevent overlaps, to see that you do not get pay charged in two places, because the Agents at home go on crediting an officer with his pay, no

matter where he is, and we have to be very careful in examining to see that we do not get the charge twice over.

3928. Can you suggest any way of minimising that work?—A very simple plan—I know it is unpopular—is that the Paymaster should always pay the officer.

3929. But I suppose the Agents are a great convenience to the officers?—Yes.

3930. (*Mr. Gibb.*) But would not the convenience be retained if the Paymaster paid the officer by sending a cheque or money order to the credit of the officer's account with the Army Agent?—I think so.

3931. The payment would pass through the Paymaster's account, but it would be discharged as between him and the officer by a payment to the credit of the officer's account?—I think that would be a very good plan.

3932. (*Chairman.*) Then you would be practically sure the right man would be paid?—Yes. You understand it means increasing the work of the Paymaster, and, therefore, may mean a little increase of staff.

3933. (*Colonel Miles.*) It would be a very large increase, would it not, taking Aldershot?—Yes, I suppose it would at Aldershot.

3934. (*Chairman.*) But, on the other hand, there would be an economy of work in the audit?—Certainly. I, personally, think it is the right thing to do, but I know it is not generally so regarded.

3935. (*Mr. Gibb.*) It would not be very large at any individual station, would it?—At a big camp like Shorncliffe, it would be considerable.

3936. (*Sir George Clarke.*) The Regimental Paymaster pays on separate Votes, does he not?—Yes.

3937. That would not give rise, I suppose, to much difficulty?—The Agents charge all the regimental pay, and credit the officer's account, and the Paymaster pays all the allowances.

3938. Do disallowances arise out of regimental pay?—Not very many, I think, but items like engineer pay and artillery pay are a great source of trouble.

3939. (*Colonel Miles.*) There are very few disallowances on a line officer's pay, are there?—Very few; they chiefly arise on those items which are governed by the 61 days' rule, under which staff pay and corps pay may not be drawn for more than 61 days' leave.

3940. (*Sir George Clarke.*) Those are corps allowances and not regimental pay?—They are grouped by us under the the Pay Vote, not under the Allowance Vote.

3941. (*Chairman.*) Then as regards the regimental pay, there is not very much trouble?—I think not, except that you get officers going on and off the staff, and acting on temporary Staff appointments, which causes trouble. I think the suggestion that has been made that the Paymaster should charge all pay and send the cheque to the Agents, is a good one.

3942. (*Mr. Beckett.*) I see you say, "A considerable amount of attention has also to be given to the balance sheets of company officers, showing their liabilities and assets, and the state of their accounts generally. The officers in question are frequently quite inexperienced in financial matters, and consequently in danger of losing money." That seems to me rather an unsatisfactory state of affairs?—I agree that it is unsatisfactory, but it is part of the system, on which the accounts of the British Army are managed, that the company officer is the real paymaster of his men.

3943. You say, "The officers in question are frequently quite inexperienced in financial matters, and, consequently, in danger of losing money"?—You will doubtless understand that the officers, as a rule, do not like finance, and will not take any interest whatever in it; they are constantly getting into muddles.

3944. Does the company officer compile the pay list himself?—The company officer is charged with the duty of paying his men and keeping the company pay list and, what is the foundation of the pay list, the pay and mess book, which is a statement giving the men's names, showing how much they get every day and week, and working that up into an account. Of course, he has a clerk to assist him, the colour-sergeant of the company.

3945. The clerk has experience, I suppose?—He ought to have experience, but in many cases he has

not. That, of course, is the real trouble; that is where the real difficulty is both for the Paymaster and for ourselves. The company "accountants" lose or riddle away the cash.

3946. (*Chairman.*) The company officer does?—The company officer does. When I say the company officer, I should add that very often he does not pay any attention to the matter; he is supposed to pay his men, but he does not do anything of the sort.

3947. He is responsible?—He is responsible.

3948. (*Mr. Gibb.*) How does it affect you? As I understand, you say you are satisfied when you see the pay list certified by the Paymaster without examining behind to seek into the details of the document?—Yes, in seven cases out of eight, but in the eighth case, that is to say, when we are charged with the duty of complete examination, we go into these things. Besides they are referred to Headquarters. The local people get into a muddle and do not know how to adjust it; they say, "There is a deficit of 50*l.*, what am I to do?" They write to Headquarters, then it is someone's duty to sit down and unravel the matter.

3949. (*Mr. Beckett.*) It seems to me in a system of this kind a test audit of one eighth is hardly sufficient; it cannot work satisfactorily, can it?—I think it is sufficient.

3950. You say a considerable amount of attention has to be given to the balance sheets of a company officer; that means the pay sheets, I suppose?—No, at the end of his pay list he has a balance sheet showing he owes the Paymaster so much on his public money. Then there are other items, for instance, what he owes to his men, and what his men owe him. Some of the men may be away, some in debt, some in hospital or detached, and all that has to be worked out, down to his cash balance, which he ought to have in his till, but which very often is not in his till.

3951. How often is this balance sheet examined, every month?—No, one out of eight. That comes under the heading of complete examination.

3952. (*Mr. Gibb.*) That is by the War Office?—That is by the War Office. The Paymaster is supposed to look at it, and if he sees anything wrong to find out what it is all about. For instance, he may see, as I have done, "Cash deficient," or "overdrawn at bank," say 20*l.* or something of the sort. A good Paymaster who was on the *qui vive* would want to know what that meant, and report it to the Colonel, and get some sort of inquiry, because a young and inexperienced officer may be losing money, or his clerk may be swindling him, which is not at all uncommon.

3953. (*Mr. Beckett.*) You say a good Paymaster; would that imply that a bad Paymaster would let the whole thing slide and pay no further attention to it?—He is not specifically told anywhere to go into a matter of that sort; but naturally a careful man would take it up at once, while a man who is content with doing his bare duty, or one who will not move without a regulation, would probably let it slide.

3954. Supposing he does not go into it, would that deficit appear in balance sheet after balance sheet?—Yes, and probably get worse, of course.

3955. (*Sir George Clarke.*) But that would mean, surely, the Paymaster is not doing his duty. The Paymaster, I understand, is the only complete auditor of these accounts, and if there is a deficit from time to time, would not he be neglecting his duty in not finding it out?—But you understand the Paymaster is treading on delicate ground. The entry in the balance sheet would mean there was a deficit in the funds of the company. The company officer is in a very peculiar position. He holds public money, and what may be called regimental money, which is *quasi* private; that is to say, as you know, he collects stoppages from his men, 3*d.* a day, roughly, which are credited to a messing account, out of which he pays the bills for their tea and coffee and such like. That is what we sum up under the heading of regimental funds, which are not public. He may lose money there, he may get into a muddle, have a deficit on that, and, of course, the Paymaster can only call his attention to it and say, "Look here, there is something going wrong." His duty is to tell the Colonel or officer commanding the troops at the station.

3956. That would be his natural course, would it not?—Yes; I do not know that it is laid down in black and white, but he should do it.

3957. (*Mr. Beckett.*) It seems to me that a great many undetected errors must inevitably creep in on account of insufficiency of auditing, and the inexperience of a company officer?—But the audit is very thorough, as regards charges against the public; the Paymaster's audit, I mean, is complete, in theory. Not a single penny can be charged against the public which is wrong. The Paymaster reviews every single penny which is charged against the public very carefully.

3958. Then it is only in the balance sheet of the company officer that errors would arise, is it?—Yes, errors such as we have been discussing. We occupy a sort of grandmotherly position towards the officer and soldier, and we try and help the inexperienced officer to prevent him losing money, and also look after the soldier. For instance, we check forward from month to month any credit balance on a soldier's account. If the company pay list shows 10*s.* is due to a soldier in January, it is checked forward into February, in order to see that the soldier gets it.

3959. (*Sir George Clarke.*) Then your check only applies some weeks afterwards, does it not?—Yes.

3960. And would not the poor officer be getting further into difficulties all the time?—If the Paymaster did not point it out to him, there would be a tendency for things to get worse, no doubt.

3961. (*Mr. Beckett.*) With regard to classification that classification is made by the Paymaster, is it not?—Yes, because he picks out of the company pay list the items which go to pay, messing allowance, and extra duty pay, and so on, and sums them all up into what is called a general state, under the proper Vote heading.

3962. (*Sir George Clarke.*) Are not they on the pay sheets to start with?—They are, but they have to be carried out of that into the Paymaster's summing up.

3963. That is purely a clerical operation, is it not?—Purely, but, of course, the company officer naturally knows nothing about it, or is careless about classification. He does not bother his head whether a charge goes against extra duty pay or extra pay, and the Paymaster has to divide that up under the proper headings.

3964. (*Mr. Beckett.*) Do you think there might be a simplification of the process at all?—I think not.

3965. You think it is satisfactory as it is?—Quite; so long as we have the headings we have. I think it is done in the most simple manner possible.

3966. (*Sir Charles Welby.*) I should like to ask a question about what you describe as the limited examination which is applied to seven-eighths of the pay lists; which is, of course, applied to all the pay lists, because it is also applied to the one-eighth?—Yes.

3967. And you said that consisted of the production of a receipted voucher for every payment?—Yes, that is the phrase used by the Committee which drew up the present scheme of examination, which provides that we must secure a receipt voucher for every payment.

3968. Must you secure the signature of the soldier for every week's pay which is paid to him?—No, we are now dealing with a group of payments. The pay list is treated as one voucher, and the signature of the Officer Commanding that it is a correct statement of his disbursements, and the certificate of the Paymaster that he has examined it, and the balance is all right, makes it a complete voucher.

3969. What do you require to satisfy yourself; do you require the signature of the Paymaster who he has satisfied himself the payments are correct?—Yes.

3970. Do you also require the signature of his sub-accountant?—His sub-accountant signs it; we see that he signs it.

3971. It is quite clear that that is necessary?—Yes, the extra work involved is a trifle; if you have the pay list open in front of you, there it is.

3972. It makes no difference in working whether you see yourselves these vouchers from the sub-accountants, or whether you take from the Paymaster a certificate that he himself has seen these sub-accountants' vouchers?—We do not go over the vouchers in the pay list which the Paymaster has gone over for us. They come up here tucked into the pay list, but we do not go into them. Of course, if we saw anything suspicious, we should.

Mr.
G. P. Wight.
5 Feb. 1901.

Mr.
G. P. Wight.

5 Feb. 1901.

3973. But that is the Paymaster's business, not yours?—That is the Paymaster's business, not ours.

3974. Does it not mean a very large amount of carting backwards and forwards of these sub-accounts coming up with the Paymaster's monthly statement?—No, they come up and stay here because they are in duplicate. The regiment keeps the duplicate.

3975. The fact of their being in duplicate seems to me to point to there being extra labour?—It is only the pay list which is in duplicate, because the men's names have to be checked forward from month to month, and while you are examining one pay list up here the regiment must be checking forward to the next month's pay list.

3976. I cannot see why all that cannot be cleared away down in the district, and you accept the certificate of the Paymaster that it has been done; do you see the point?—Yes.

3977. (*The Secretary.*) That would not affect the question of the duplicate pay list?—No; perhaps we misunderstood one another. We only check forward the men's names in one-eighth of the pay lists; in the seven-eighths we do nothing more than look at the general state or abstract, run a blue pencil across the signatures, and check the totals into the Paymaster's recapitulation form.

3978. What is the object of it coming up at all?—Because it is the voucher for the payment; how can you pass the charge against the public, unless you have some sort of voucher?

3979. My point is that the Paymaster's voucher is sufficient for you, because you say in respect of those payments he is an independent auditor?—Yes.

3980. Therefore, why cannot you be satisfied with his audit?—As regards the correctness of the individual charges in the pay list, as to whether private Jones is entitled to 3d. messing allowance or not, we let the Paymaster settle for us. But you say the Paymaster is to send us a sheet of paper supporting a charge of 100l.

3981. And the 3d. appears on that paper?—We do not go into the 3d., but we take the whole document as a voucher for a charge of 100l. made against the Army Votes.

(*Mr. Gibb.*) Why could not the Paymaster send you half a sheet of paper with the amount and his name on it without sending you all the accounts and vouchers?

3982. (*Sir Charles Welby.*) Why cannot you accept his certificate that he has gone through it himself, and seen all the necessary vouchers?—Because he receives cash from us. He gets 10,000l. a month from us, or whatever it is, and he has to get a discharge for it.

3983. (*Mr. Gibb.*) But is that an answer to the question? The question was whether it was necessary to combine in one document the Paymaster's signature and all the detailed accounts, involving in consequence the sending up the detailed accounts as well as the certificate?—I think it is necessary, if for no other reason than that we have constantly to refer to pay lists; but I should have thought it necessary from an audit point of view. Do you mean you would take a certificate from a Paymaster saying: "I have seen the accounts of 'A' Company of the 1st Staffordshire Regiment, and they total up to 100l.," and I charge 100l.?

(*Sir Charles Welby.*) And "I have examined them, and satisfied myself that the charges are correct according to regulation."

(*Mr. Gibb.*) It is a perfectly clear question. There are the two functions; one man may examine vouchers and certify, another man may audit and see that there is a certificate of the previous examination of vouchers.

3984. (*Sir George Clarke.*) The point is that you regard the Paymaster in a double function, do you not; as a cashier from one point of view, and as auditor from the other?—Yes.

3985. As to the cashier point of view, you say you cannot pass his charges without a voucher, which is a detail of the charges?—Quite so; he receives cash from our issuing branch.

3986. (*Chairman.*) But you do not look into the details when it comes up?—No, except as to one-eighth.

3987. Therefore, for practical purposes, instead of having a large sheet with a great many items on it and

the total at the bottom, with the Paymaster's signature, you might have a small sheet with a total at the bottom with the Paymaster's signature without all these items.

3988. (*Sir Charles Welby.*) That is my point. As I understand it, the War Office advances money to the Paymaster?—Yes.

3989. The Paymaster advances money to his sub-accountant, and the sub-accountant pays the soldier?—Yes.

3990. The soldier signs a receipt to the sub-accountant, the sub-accountant clears himself by producing that receipt or voucher to the Paymaster?—Yes.

3991. Why is it necessary for the Paymaster to produce that original document to the War Office? Why should not the War Office be satisfied to accept a certificate from the Paymaster that he has received in due course those vouchers, and that they met the case?—You would, at least, want the certificate of the officer commanding the company, would you not—that he had expended so much of his imprest?

3992. (*Mr. Gibb.*) In order to send a pay sheet to the War Office, a complete duplicate has to be made to be retained by the Paymaster. There are two copies made, I understand?—Yes.

3993. Why should there be more than one?—There are several reasons. The company must have a copy, as the pay list shows the balances due to and from the soldier.

3994. (*Sir Charles Welby.*) After the Paymaster has satisfied himself, why should not he tell the War Office he has satisfied himself and hand the document back to the Company officer?—I should not regard that as a satisfactory voucher.

3995. You will clearly understand I am only suggesting this in regard to payments in respect of which he is an auditor and not a cashier?—Yes.

3996. (*Mr. Gibb.*) And on the assumption that Mr. Wight has given that he does not examine the vouchers except with regard to the eighth, that he only examines to see that the Paymaster has certified the account?—I regard this as a voucher in support of the total charge made against the public. What is there to prevent a dishonest Paymaster charging 300l. or 400l. and saying, "I have examined the account of A Company of the Staffordshire Regiment, and find it correct."

3997. (*Chairman.*) Are you not mixing up his double function?—Is it not because he receives cash from us that he has to send us this document as a discharge?

3998. (*Mr. Gibb.*) If you send a cheque for 100l. to a man so that he may make a number of detailed disbursements, you may be satisfied with receiving his receipt for the 100l., if you trust him to disburse correctly and get vouchers?—We have given this Paymaster 10,000l., part of which he has ladled out in hundreds to various sub-accountants. At the end of the month you look to him for an account of his 10,000l.; what has he done with it? You propose, I understand, that if he will say, "I hereby certify that I gave 100l. to A Company, and they have spent 90l.; and 100l. to B Company, and they have spent 90l.," and so on, he may charge the latter amount against Army funds on the strength of that certificate.

3999. (*Sir Charles Welby.*) Of course he might take a receipt from the Company Commander to the effect that that Company Commander had received 100l. without necessarily sending up the whole of this detail?—You mean we might have a certificate from the Captain of the company that he had so many men on pay and that he paid them so much, and the Paymaster would send that on to us?

4000. Yes, having himself examined all the detail?—Of course, that would do, except that there is another point: how are we to examine other pay lists without the aid of this detail? I do not look at this detail for this month, it is not absolutely necessary for me to have this detail, but I want it the next month or the month after; we want it for all sorts of things. If all you mean is that only this recapitulation or abstract should be sent up as a voucher it could be done, though I do not see what would be saved by it; it would be a little less bulky, that is all.

4001. (*Chairman.*) I think this confusion which exists with regard to the functions of the Paymaster arises from the fact that the Paymaster does discharge

two functions, on one side being a cashier, and on the other side an auditor, and that brings the Committee to the suggestion which has been made, that possibly a good deal of correspondence could be saved and other advantages could be gained if the Paymasters were made cashiers and nothing more, and if the audit of the payments they made was conducted, say, in a large Command like Ireland, by a branch of the War Office which would be attached to Dublin. Under the suggestion you would practically have a small section of the War Office which does the work here now, which would be transferred to Dublin, and would do the entire audit of expenditure incurred in Ireland, the Paymasters being made mere cashiers. How would such a suggestion occur to you?—Mr. Gibson mentioned to me a somewhat similar proposal, and I have been thinking it over a little bit. It seems to me that it would be very wasteful *prima facie*.

4002. In what respect?—That first of all you would save very little of the Paymaster, I imagine, and you would have to multiply the Civil staff by splitting it up into I do not know how many stations.

4003. Assuming for a moment that we are dealing entirely with Ireland, and only with regard to the Irish accounts, would it be very wasteful to attach a small section of the War Office to Dublin, and make it conduct the audit there, the Paymasters in Ireland being made entirely cashiers?—If they were only cashiers, I suppose you mean the War Office audit would have to be in full. For everybody who is now auditing regimental pay lists in the Pay Offices in Ireland, you would have to have a corresponding Civilian clerk.

4004. The whole of the audit would be done by the Civil Audit Branch in Dublin?—Then the Paymaster would be wasted as a cashier. If you want to move in that direction, it seems to me there is nothing short of making the whole thing Civilian. I think it is a distinct economy that the Paymaster audits the regimental accounts. The pay list must come back to the man who makes the imprest. He must receive an account to see how the money has been spent, so that he must receive the pay list.

4005. Of course, it is an economy in the first instance to have one man to do two jobs, but I do not think any ordinary business establishment would like to have their cashier also discharging the duties of an auditor?—There is also this objection. There would be very much greater delay in auditing the account under the plan you propose, for this reason, that the Pay Office staff, being composite, is engaged in all sorts of things, they can turn on to the audit of regimental accounts directly they are received. In the first week in the month, pretty well the whole of the Paymaster's staff is turned on to the audit of the regimental pay lists as they come in, and they are polished off in a week or a fortnight.

4006. But the payments are made four times a month, are they not?—He sends an imprest, but that is an advance generally made weekly. For instance, he has ladled out, say, 200*l.* in the month of January in four instalments; in the first week in February he receives the account, and he can turn on his whole staff to audit it, and get it settled in a week or 10 days. Then for the rest of the month he is compiling an account for the War Office, preparing vouchers for the payment of pensions and Army Reserve, and all sorts of things. Now, if the War Office were to audit it would take a month to do a month's accounts, and we should not get the accounts until after they had been to the Pay Office, because the Paymaster must receive the pay list, take out the totals, and put them into his general state. Then it would be passed to the auditor, and it would mean a great deal of delay, which is serious in these matters.

4007. (Mr. Gibb.) Are you giving sufficient weight to the consideration that under the suggestion the Paymaster would merely be cashier?—I think it would be a great pity to have a Paymaster merely a cashier; we should lose the benefit of his services to a large extent.

(The Secretary.) But your answer applied to a scheme where he would be cashier?

(Witness.) Yes. The cashier has to keep a ledger account with the company to which he issues imprests, has he not?

4008. (Mr. Gibb.) The cashier has to make the payment for the amount of the account, but he has not

necessarily to examine the account before he makes the payment?—No, but he would have to see, surely, that he got a voucher in discharge of so much in order that he might credit the company with so much.

4009. You would have to keep in mind, would you not, that the demand on the cashier would simply be a demand for a definite sum, and he would have no duty except to issue that sum. The preparation of the demand would, I presume, be performed by the company officer and the audit of the pay list afterwards would be performed by the local audit officer?—Then would the local audit officer have to look after the cash balances of the company officer? Every time a Paymaster sent to a company a cheque for 100*l.*, he would have to report it to the Civil Staff at Dublin, so that they might secure credit for that sum.

4010. I presume the local auditor would have to make a full audit, and therefore would have to look after the cash balances in the hands of the company officers?—And also all the balances of the men when they were transferred from one company to another, which is a very important matter.

4011. I presume that would be so. In other words, he would take every function?—I was thinking the Paymaster would look after the cash entirely to the end. I had not quite understood your plan.

4012. (Chairman.) The Paymaster would be merely a disbursing officer?—He would simply be a cheque drawer, nothing more.

4013. (Mr. Gibb.) From one answer you made, I thought you would develop your criticism in rather a different direction, as showing that a system of decentralised audit of that sort would not reach in its benefits all the stations, because the local auditor would, according to this proposal, be stationed at Dublin, but the pay to the troops would have to be disbursed at all the stations throughout Ireland?—Not necessarily. It is as easy to send a cheque from Dublin to Fermoy as from Cork to Fermoy. We have troops now at stations where there are no Paymasters. As a matter of fact, the Paymaster almost always pays by cheque; it is very rarely he takes down a bag of coin.

4014. Then in a case of that sort, what is done to check the company officer's demand for pay, in other words, his pay list which he prepares as the basis of the pay?—He gets his imprest in advance.

4015. I mean if there is no Paymaster on the spot to check it, how is it checked?—It would have to be checked by the audit clerk in Dublin.

4016. How is it done at present? You said, that at some stations pay was disbursed although there was no Paymaster at the station?—The Officer Commanding a company at Buttevant, for instance, sends in the usual form to Fermoy through his adjutant and says: "I want 100*l.* for the payment of A Company of my regiment on the first of the month," and the Paymaster sends it.

4017. Sending with it a pay list?—No.

4018. No details?—No; of course, if he asked for anything very outrageous, say 500*l.*, the Paymaster would probably send a telegram asking why he wanted so much.

4019. Then in such a case at the present time there is no pre-audit of pay lists?—Of demands for cash in that way, no. It is simply a cash requisition. The Paymaster would know by experience whether the demand was reasonable, all companies being about the same size and, as I say, if he was asked to send a cheque for 100*l.*, he would send it without question; but at the end of month he would receive this document in which the Officer Commanding would debit himself.

4020. We were told by Colonel Drage this morning that the errors in the pay lists, prepared by company officers, were exceedingly numerous?—Yes, they are often very numerous.

4021. I rather gathered from him that those pay lists were as a rule examined and checked by the Paymaster before the money was actually disbursed to the troops?—No, that could not be so, or they would have to pay of their own pockets.

(The Secretary.) What he meant to say was that the company accounts are frequently very badly rendered, and the Paymaster has an extremely important and arduous duty to perform in auditing them.

Mr.
G. P. Wight.
5 Feb. 1901.

Mr.
G. P. Wight.
5 Feb. 1901.

4022. (*Mr. Gibb.*) If the pay lists are not examined by the Paymaster before the money is disbursed, what objection would you see to these pay lists being sent up to a local auditor stationed in Dublin, performing the work of full audit for the whole of Ireland?—I think it would be expensive to begin with, that you would have to increase the Civilian audit staff to a very great extent, and that you would not save correspondingly in any reduction in the Army Pay Department; you are still going to keep the Paymaster as a cashier only, thereby wasting a good officer.

4023. Why do you assume that the suggestion for a local audit should be considered by itself; the subsequent dealing with the Army Pay Department would have to be considered in the circumstances created by the change, would it not?—Certainly. Then you could undoubtedly examine all the pay lists of all the regiments in Ireland at Dublin and audit all expenditure there. The cashier, I take it, would report issues to Dublin. I understand this to be your plan. The cashier would tell the auditor, "I have issued so much money to A, B, C, D, and E Companies, you must secure credit for it and get a pay list and examine that pay list."

4024. Taking that plan, as you have it in your mind, do you think it would be an improvement on the present system, bearing in mind that it would provide for a full audit of the payments now made through imprests by the Paymasters, as well as all direct payments now made by the District Paymasters themselves, so that it would practically, as proposed, relieve the War Office of all the duties of audit and examination of accounts within defined districts?—There is one great objection which occurs to me, and that is: How are you going to secure uniformity in the interpretation of all our difficult and very complicated regulations—and we have some very difficult and complicated regulations—if you have this decentralised audit, and you have no sort of test audit at Headquarters? It might go on very well for the first month or two, while people all thought the same thing, but after a little time you would find these audit officers getting out of touch with one another because they had no central authority.

4025. (*Chairman.*) Do not you think that would be provided for by making the officers in Dublin and the officers here interchangeable; if they were to serve for a time in Dublin, and then come here to refresh themselves with the traditions of the office, while at the same time the Central Office would send down its inspectors from time to time, and in that way secure uniformity between Dublin or any other district?—Yes, there is undoubtedly something in that.

4026. In all proposals for decentralisation there immediately arises the danger of want of uniformity, but it is a danger which has been generally practically met?—Yet, I think you will find correspondence will be increased; there would be inevitable correspondence with Headquarters and a great deal of it.

4027. If Headquarters delegated its powers, correspondence could only arise in cases which occurred outside the four corners of those delegated powers?—Yes.

4028. The suggestion is that the certificate of the auditor in Dublin should be accepted as final at the War Office?—Yes, undoubtedly.

4029. Therefore, unless there was a difficult question which he could not deal with under the delegated powers he had, and under the instructions which he took down there, he would no doubt have to refer to Headquarters, but I should not imagine it would involve such a very large amount of correspondence?—I suppose it is realised that all payments that we make are made under regulation, and some of these regulations are very complicated and very elaborate, and are constantly being elaborated.

4030. Are they constantly being elaborated and never being simplified?—We are always having new schemes thrown out, new ways of doing things, new ways of paying people, new allowances, and so on, and all that makes difficulty. In fact we are always in a transition state—I suppose there is nothing quite like it in a commercial house. I do not think that that is realised quite. Take messing allowance as an illustration, it is popularly supposed that every man in the British Army has 3*d.* added to his pay, but if anyone reads the Regulations they will discover that

first of all he must not have his 3*d.* till he is 19; he must not have his 3*d.* until he has been six months on service, and that six months must not include any day when he has been in hospital or on furlough; and there are various other rules just as complicated governing other rates of pay and allowances. All that makes auditing very difficult.

4031. These rules were introduced for Military reasons, were they not?—Not exactly, I think the House of Commons pressed them on us.

4032. (*Mr. Gibb.*) Looking at the proposal from an alternative point of view, and assuming that the Paymasters were, as suggested, cashiers, and then let all the audit work be done at the War Office as a centralised audit, that is to say, remove from the Paymasters the audit duties which they at present perform and have them entirely performed at the War Office; does that strike you as a proposal which would work?—It does not strike me as a good proposal; it strikes me as excessive centralisation, which I think is bad; at present it seems to me that we are getting all the rough work of auditing done locally; all that can profitably be done locally is done locally in close touch with the regiment. There is another little point I should like to mention. The Paymaster, being a soldier, is more in touch with soldiers than a Civilian ever can be, and I think he does the rough work of regimental audit exceedingly well; we get it done in the district and we only do at Headquarters what I may call a departmental test audit, i.e., the department which frames the regulation and knows what it means sees that it is carried out as was intended. That is the only advantage of anything like centralisation, I think, and I do not think the plan of having all the auditing done at Headquarters is a good one. Of course, in times of war it would be impossible to work such a thing.

4033. Does the present system work satisfactorily during war time?—So far as the audit goes, I think it works as well as any system can ever work in times of war, when you have, as I say, rates of pay, &c. drawn under complicated regulations, and when the system of payment is as complicated as it is at the present moment.

4034. I suppose that means that in war time there can be very little audit, whichever system is adopted?—You see the Paymaster does the regimental audit practically, and, so far as I have been able to see from the Cape accounts, I think he has done it very well. We test audit here and there, but we have hardly done it as regards regimental accounts during the war because we have no staff for such work, and have been obliged to devote special attention to the new corps raised at home. To have had the audit centralised at the War Office would have meant breaking down altogether. I am sure that our examination and audit is rendered far more difficult than it need be because of the complications in the soldier's pay and allowances. That is a point which very few people ever touch upon. Anyone who takes the trouble to pick up the Royal Warrant will see what I mean. The soldier has half-a-dozen different kinds of pay.

4035. Are you indicating that in your opinion there is unnecessary complexity or that there is an inherent complication?—There is, I think, unnecessary complexity; it has grown up in the course of years. For instance, in recent years they have added messing allowance, and we have good conduct pay, corps pay, engineer pay, armament pay, specialists pay, &c.

4036. "They" being who?—The authorities. I will not say who. It has come on in natural process. Someone has thought it would be very nice if the soldier got something more. They give him something more, but do not consolidate his pay, and of course all that makes the work of audit very difficult. A certain amount of complexity of course is absolutely necessary, but I do think that is a direction in which we might really reform—the telescoping of the various kinds of pay. Then auditing would become more simple. Certain varieties of pay are not issued for Sundays. Other varieties of pay they do not get when on board ship and so on.

4037. I suppose you must provide for the contingency of a Sunday occurring or a voyage occurring?—But I think you see what I mean; there is a regulation to that effect, and you lay upon the auditor, whether Paymaster or War Office clerk, the duty of seeing that that regulation is carried out; he is helpless when he has to do it,

and if the Officer Commanding makes a mistake, as he very often does, it has to be pointed out to him, and an irritating disallowance is the result.

4038. Do you, in the course of your work, call attention to difficulties due to the complexity of the rules which you have to carry out?—Occasionally. You will quite understand it is not a thing which you can be constantly doing; one has other work to do, and it is not the duty of the auditor to be continually saying "This regulation will not work," and so on.

4039. I should have thought that he was just the man to say it if he found, in carrying out the duty, that it was exceedingly complicated; he would naturally remonstrate, would he not, and ask for an alteration?—I have tried in a small way.

4040. (*Sir Charles Welby.*) If I might, for a moment, go back, I want to make sure if you understand what I have in my mind. What I want to suggest is this: whether you could not be satisfied with a certificate in some such words as the following from the Paymaster every month: "I attach vouchers signed by the Captains of companies for the imprests advanced to them during the past month, and I certify that I have examined the accounts in detail and satisfied myself that all the payments made by them have been correct and according to regulation"?—But surely he would have to say, "And I have also spent so much." I think the duplicate pay list will always be wanted in some place, if not by us, by the Paymaster.

4041. For what purpose is this list *here* required at the War Office at all?—If you had any examination at all, it is obviously necessary to check forward; you check forward names and rates from one month to another.

4042. My point is, cannot you put the responsibility of that on the Paymaster?—We do in seven cases out of eight. Then we get all sorts of questions about soldiers' pay. I suppose you would decentralise that; supposing someone wanted to find out about a soldier's pay, I suppose you would send them to the district?

4043. Yes, I would send them to the unit?—I should be very glad if that could be arranged, but I am not very sanguine.

4044. (*Mr. Gobb.*) In the case of a demand for the payment of a large number of men in a commercial

concern, a pay list is prepared by the Paying Department with the name of each man, the amount due to the man being inserted. That is totalled up, and that pay sheet is sent forward to the accountant to be checked, and for the purpose of getting the money to pay it; the pay sheet is then returned to the Paying Department with a cheque for the money, and the money is disbursed. As I understand Sir Charles Welby, he is suggesting the same kind of procedure should be adopted here?—You pay your wages in arrear; you produce your pay sheet, send it in and get your cheque. We do just the converse. We send the money in advance and get the pay sheet afterwards. Then we have a monthly pay list. The soldier is paid four times a month, on the 7th, 14th, 21st, perhaps, and on the last day of the month.

4045. But, it seems to me, drawing the money in advance simply means that the sub-accountant draws the money on account?—Yes.

4046. And afterwards accounts for it by producing the complete pay list. In any case, if he has in his possession a complete pay list, one does not see why he need send forward that pay list until it is required for full audit?—In other words, you allow him to charge the public with pretty well what he likes if he will only give a certificate that it is correct; is not that what it comes to?

4047. He, being in that capacity, the auditing authority?—Yes, but he also holds Government money.

4048. As cashier truly; but that is the vico of the present system, that the Paymaster combines in his person the double functions of auditor and cashier?—I see what you mean, but it seems to me that there is no difference between giving a certificate that the total of that pay list is so much, and giving a certificate that the total of something else he has paid himself is so much, if we do not know who certifies that the pay list of a company comes to 200*l.*; for anything we know, it may come to 100*l.* only.

4049. (*Sir Charles Welby.*) But then the sub-accountant has to produce vouchers, you see?—But he does not show them to us under your plan.

4050. Yes, that is my point?—That is, he only sends a receipt for the imprest.

The witness withdrew.

FOURTEENTH DAY'S MEETING.

TENTH DAY'S EVIDENCE.

At the War Office.

Wednesday, 6th February 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Colonel H. S. G. MILES, O.B., M.V.O.
Sir CHARLES WELBY, BART., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Sir RALPH H. KNOX, K.C.B., further examined.

4051. (*Chairman.*) I think you were a Member of the Committee that reported on audit of Army Accounts in 1896, generally known as the Lawson Committee?—Yes.

4052. Paragraph 17 of that Report which you signed contained a recommendation as regards Aldershot:—"That the Chief Paymaster might advantageously be freed from all payments except the issue of imprests to his Sub-Paymasters, and that the labour now spent in the consolidation of their accounts might more profitably be expended in subjecting these to a

"local audit. As the Chief Paymaster would be freed from cash payments, this audit might be accepted as disinterested, and a small test audit only applied at the War Office." That recommendation was equivalent, was it not, to making the Chief Paymaster a local auditor for the War Office at Aldershot?—Yes, it went a long way in that direction.

4053. It was never carried out, I believe?—No, it never was carried out.

4054. What reason was there for its not being carried out, do you recollect?—No, I cannot recall

Mr.
G. P. Wight.
5 Feb. 1901.

Sir R. H.
Knox K.C.B.
6 Feb. 1901.

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

exactly what the reason was. I cannot say that I myself was strongly in favour of the change, but Sir George Lawson and Colonel Playfair, who, I think, was a Member of the Committee, were very anxious, at all events, that an experiment should be made of such a system at Aldershot. You see they only recommended that it should be applied to Aldershot, and I, never having any objections to experiments, coincided to that extent with them. But I had no very strong opinion in favour of it as a system.

4055. I thought that was possible, because it struck me that the recommendation conflicted rather with what you said in your Note, which you were kind enough to send to us the other day, that "it would be an extravagant plan to provide a local examination of the great variety of accounts which exist in a district" ?—Quite so.

4056. And again, that "the auditors would require to be skilled in nearly all classes of accounts and the regulations governing them" ?—That was really my view; but my two colleagues on that Committee were very anxious to try the thing at one station which which was a large and important one, and I accepted their recommendation, as it was limited in that way.

4057. And what you have said in that Note agrees with what you said before the Decentralisation Committee of 1898 ?—Yes, I think it will be found to do so.

4058. What you said before the Decentralisation Committee was in answer to Question 1377. The question was: "Would that audit under the Chief Paymaster be the sort of audit that you would be satisfied with, or would it be too much like the Paymaster's audit?" And your answer was: "I think the staff would be certain to be recruited from the men who had been employed in the pay work. For a local audit of that kind, the men could certainly not be the same class or recruited in the same way. There would be a certainty of collusion between the audit clerks and the pay clerks." It occurred to me from the language of that answer that your objection to a local audit was possibly chiefly directed against a local audit conducted by a Paymaster with men under him recruited from the ranks of those who had been employed in pay work, and that perhaps you would not have the same objection if the local audit were not to be conducted by the Paymaster, but were to be conducted by a section of the War Office detached to a command in order to carry out the audit. For instance, taking Ireland as a typical case of a large command, if it were proposed to detach to Dublin what would be a small section of the War Office to conduct the audit of all expenditure in Ireland, although it might seem to you open to objection from other points of view, still, it would present itself to you in a different aspect, in that there would no longer be the difficulty of its being conducted by the Paymaster and men recruited from the pay ranks ?—It would meet very largely that point, I think.

4059. But there might still be the objection of greater expense, that is to say, that a small local audit section at Dublin would have to deal with all kinds and classes of expenditure, and as their duties would be complicated, you would possibly have to employ a more expensive agency than is necessary now at the War Office, where, having a large staff, you can specialise a comparatively cheap agency to one particular duty which becomes almost mechanical ?—That is my opinion. You see our audit is not a very simple audit; our audit is an audit of authority, much more than a mere checking to see whether a voucher is countersigned by particular people, and therefore to be accepted as all right. As regards the great mass of charges that come into an account, they are governed by regulations, volumes upon volumes of regulations, which are the limits within which the local people work, and it is the business of our auditor, just as it is the business of the Comptroller and Auditor-General over us, to see that charges are passed only in accordance with those regulations, and it requires a considerable amount of experience and training to become acquainted with those regulations in a way to enable men intelligently to examine the accounts. Of course, as I said in that small memorandum of mine, where the work is arranged according to subjects in this office, the men constantly working at those particular subjects become quite *au fait* at that particular class of regulations, and examining the accounts day after day, they can do it with very great rapidity and with intelligence, having

over and above them the chief authorities for dealing with those particular regulations.

4060. Your opinion, I take it, is that such a proposal would result probably in greater expense ?—Yes, I think so. I cannot see but what it must necessarily do so. In fact, if you ever break up an establishment and dissipate it in that way, unless you relieve it of a considerable part of its work, it always leads to expense.

4061. But of course, the fewer local centres there were the less the increase of expenditure would be ?—Yes.

4062. If you had, for instance, a local War Office in every existing district it would be expensive, but if you had *ex hypothesi* Ireland as one Command, Scotland as another, and England with a couple of Commands, it would not be so expensive ?—The increase would not be so great as if you had 10 commands.

4063. And I fancy another objection that will have occurred to you is, that there might be a variety of treatment in decision in the local War Offices ?—Quite so, in the rulings that might be given when a question as to the interpretation of the regulations arose. In fact the important ones would necessarily have to be referred to Headquarters.

4064. Is it not an objection to all plans of decentralisation, that you lose uniformity ?—Yes it is, and therefore the onus lies upon those who propose the decentralisation to show that there are advantages to be derived from such decentralisation.

4065. But that objection would be met to a considerable extent, would it not, by the powers which the local audit department took from the War Office being very carefully laid down and also by the provision that the officers in Dublin should be interchangeable with the officers in London, so that the men from Dublin would bring up local knowledge here, and the Dublin Office would be refreshed by men familiar with the traditions of the Central Office ?—Well, of course, there is a great deal to be learned by men going about and obtaining local knowledge with regard to all administration. The man who has local knowledge is certainly a better man than the man who has none, and the local knowledge which we have generally obtained by means of inspection through our inspectors we have found always of the greatest possible value; but I think there would be a difficulty in making a very interchangeable staff. I do not know whether we should find it easy to get men to enter our Service as Civil Servants, if they were liable to be moved about to any great extent in that way.

4066. There is no difficulty in finding recruits for the Civil Service now, is there; there are a great many candidates for the Civil Service ?—A good many men come, but the War Office is not a very favourite office now; its scales are not so good.

4067. It is not so much in favour as other departments of the Civil Service, probably in the main because particularly the entering scale is not so good ?—It is so; and for that reason it is an inferior office, and the men who come out at the top in the examination, if there is any other office available, prefer to take that to taking the War Office; but if you further add to that, that they are liable to be what I might term bucketed about from one station to another, unless you pay them very much more, I think the probability would be that the men we should get would be still lower down on the list than those we get now.

4068. Assuming for a moment that the scale of pay was made the same for the War Office as the scale which exists at the Colonial Office, the Home Office and elsewhere, do you think there would be any difficulty in getting a plentiful supply of competent recruits, even if they were liable to be bucketed about ?—I think the men would generally prefer to be located in London and serve at the War Office. Therefore, if there was a preference left, we should get those men who were still lower down on the list.

4069. But you would get competent men ?—Well, we get good men; men who distinguish themselves at the University, not all very strong men, but we find that those men who take the best positions are generally very much superior to our men; although their University Honours are good decidedly, still the men who come out at the top are better than the men who come out 20 places or 30 places lower down the list. But I think that pay with the class of men who enter the

Service is a very considerable attraction. If you gave them local pay, and gave them another 100*l.* a year for going to Dublin or Aldershot, or something of that kind, that probably would overcome some of the difficulties.

4070. (*Mr. Gibb.*) You think that all people have an irresistible preference for London over the Provinces?—I think they have, especially men who have been trained at the Universities.

4071. (*Sir George Clarke.*) Would not living be cheaper in Dublin than in London?—We have not found that any great attraction. I know Dublin very well, and all I can say is that, having the option between the two, I know where I should elect to live.

4072. (*Chairman.*) But I think I gathered from you just now that you felt *ceteris paribus* it would be desirable for the clerks here to have local experience and local knowledge?—I think local knowledge is a great advantage, but I think sufficient local knowledge is obtained by the system of inspection which prevails. But, of course, supposing you had four places which would be centres, that would give local knowledge as regards the particular place where the audit office was located, but it would not give such local knowledge as is obtained by inspection of all the places in a district.

4073. No, but besides giving what is strictly called local knowledge, it would be a knowledge which is developed by contact with troops at these centres, and they would learn exactly where the difficulties lay?—I do not think such knowledge would help the auditors much in dealing with the expenditure.

4074. And might there not be some advantage in such a proposal in the greater facility with which these local audit detachments might, if required, be moved abroad in case of operations?—I have always thought that for foreign service and for war service more particularly, such audit as we now have by means of the Paymasters as regards the mass of the expenditure, that is to say, the payment of the men, provides, so far as you need provide, for a local examination. Take this big war that is now going on; the payment of that great mass of troops, something like a quarter of a million, is a most difficult thing to deal with in detail. I remember the experience of the Crimean War. That which hung fire more than anything else was settling what was due to the men, and getting together their accounts, and so forth. I think that is done very well indeed by means of the system which we have now of the Paymasters checking the Company Accounts. As regards the great mass of the expenditure of other kinds, the whole of it has been paid for here at the War Office. The whole of the stores have been purchased and paid for here. The horses that have been purchased have been practically paid for here.

4075. But take the case of small contracts?—But we have been able to obtain very little in South Africa. Nearly everything has been imported. We are now commandeering some horses and so on, which perhaps would have been better done a long time ago.

4076. Has there not been a proposal mooted during the present war that audit offices should be sent out from the War Office to South Africa?—Yes. We had a request by the Chief Paymaster out there, that someone should be sent out in order, as I understood it practically, to get rid of the arrears which had arisen in the accounts, owing to the tremendous pressure. That was work which we looked to him to do himself, and it was not a matter of audit, but only a matter of the excessive amount of work which had been thrown upon him.

4077. It was not a matter of audit, you say?—Not from the War Office point of view. It was that work which was thrown upon him, practically, getting the accounts of the men together, and seeing that the company pay lists were brought in properly and examined; but he found that he was overwhelmed with it; his staff was not big enough to do the work which practically had fallen to him to do, and he cried out; but his remedy was to establish a local audit, whereas really what was wanted was a larger staff and a trained staff, which could not be obtained, to enable him to cope with the enormous amount of work that was thrown upon him.

4078. (*Mr. Gibb.*) It really wanted the assistance of an experienced staff?—Yes, an enlarged staff, just in the same way as here we have been obliged to

extemporise everywhere to increase our staff, but we could only increase it at the bottom; we have got, I suppose, 150 additional clerks in this office, all come out of the street, and we have been obliged to train and educate them to do the work which had to be done here.

4079. (*Chairman.*) But I suppose, generally speaking, the greater the distance in time that separates the audit from the actual expenditure the less valuable the audit is?—I think the audit should be as rapid as you can possibly make it always. I think the audit is strengthened very much by its coming quickly on the top of the transactions.

4080. Therefore, if you had a local audit in South Africa, it would be valuable in that particular; that is to say, it would save time?—As regards the expenditure which is most difficult to cope with, which I have mentioned, the detail pay of the men, we have arranged that the audit shall be local, so far as it can possibly be made so. Practically, we accept the Paymasters' audit subject to a test, but under the circumstances it is a very meagre test. But as regards the other payments, I do not know that the short delay of sending home the accounts here really is of much importance; I think that providing a special audit out there would be a very difficult thing to do under the circumstances.

4081. Under the present circumstances, but if you had a local audit which had been accustomed to superintend, and to maintain an independent existence, it could be much more easily moved out to South Africa?—Of course, it would have to be replaced where it had been serving.

4082. Precisely?—But, assuming a local audit should be provided for, it could be just as easily provided for by detaching a batch of men from the War Office. But, of course, this expansion to meet these extraordinary circumstances is an extremely difficult thing. We here at the War Office (just as that department would be supposing you proposed to move it) have been subjected to a tremendous strain. Notwithstanding all the troops that have gone out of the country, we have not been able to spare a man; a good deal of inspection work and so forth has had to be given up in order to cope with the enormous increase of work arising from the mobilisation of the whole of the forces of the country. Supposing an office was organised in Dublin, and we proposed to send it all out, I expect it would have to be supplemented; but again that Dublin audit would have to be replaced or provided for supposing it was moved away.

4083. A suggestion has been made that if local audit branches were established they might take over all the audit work, and that the Paymasters might be reduced to the position of mere cashiers. What is your view as to that?—If a local audit was established in that way, certainly I think they should take over the whole of the work, including that which is done by the Paymaster in the examination of the company accounts. I might perhaps historically explain how this company account business has come about. In former times the pay lists that came in to us were six-monthly accounts; that is, the regimental pay lists. The pay lists represented the whole of the pay of the regiment for six months, and that was compiled by the Paymaster.

4084. (*Mr. Gibb.*) Six months in advance?—No, six months in arrear. That was compiled by the Paymaster from the company accounts; he examined these company accounts, and in his office did make up what was called a consolidated pay list for the whole regiment, which was a sort of muster roll as well as an account of the pay for the whole six months. That of course took a long time to prepare. We seldom received the account in less than a couple of months, say six weeks to a couple of months, after the date of the account, and of course for the earlier payments it was considerably in arrear of the actual transaction, and it did not work satisfactorily, but it did admit of, comparatively speaking, rapid examination here, and the whole of the audit of those accounts was done in this office. Inquiry was made into this, and it was pointed out that practically the pay list was a concocted account, whereas the real account was the company pay list, which was rendered monthly by the Captains of companies to the Paymaster, who, after examining them, introduced them into his account; and it was thought very desirable that the original account should be the account which should be examined; also that it secured a more rapid audit of the actual charges to

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

have the account rendered monthly instead of half-yearly. This, however, of course, meant throwing upon the War Office an enormously increased amount of work. The names were repeated, of course, in each of these monthly pay lists instead of being inserted only once in the six-monthly account, and all the names of these men had to be checked forward. Then it had to be considered how this increased labour was to be dealt with, and after consultation with the Treasury, it was decided that inasmuch as the Paymaster was absolutely independent of the Captain of the company, that examination which he had always given to this monthly pay list before, with a view to consolidating it into the account which he rendered, should be taken as the audit, subject only to our test of a certain proportion of these monthly accounts. This was held to be a sufficient security that the Paymaster and his staff were continuing to examine the company pay lists in the same way as they had examined them before. In that way the work of the War Office continued practically constant in quantity, so that there was no increase to the staff of the War Office in order to cope with this much increased mass of accounts.

4085. (*Sir Charles Welby.*) Twice a year?—From twice a year to 12 times a year.

4086. Now it is spread over?—Yes; and we found the system work very satisfactorily. It is complicated now, because there has been introduced into it an elaborate system of compensation for clothing, which comes into the same accounts, and which could not possibly have been worked in with the six-monthly system I think, but it has increased the labour of the examination very considerably.

4087. (*Chairman.*) But as regards the Paymasters would it not be your general opinion that, on the whole, military men would deal better with soldiers than civilians; that if your Paymaster were a pure civilian there would be much more friction and difficulty than there is now, when he is a military man?—I did not know it was proposed that the Paymasters should be civilians.

4088. I was asking you as a general question whether that is one reason for having your Paymasters constituted as they are, that soldiers deal better with soldiers?—My opinion very strongly is that everybody who is attached to a movable army and serves with the Army and works with the Army should be a soldier; and should be so regarded, one man just as much a soldier as any other man; that the functions, however different they may be, are all equally military, and I think that all the men should be regarded as soldiers.

4089. (*Mr. Gubb.*) When you say "regarded as soldiers" they need not necessarily have had a military training, but you mean that whilst with the army they should be regarded as soldiers although having had a civilian training?—Yes.

4090. (*Sir Charles Welby.*) Recognised as a military body with military rank, you mean do you not?—Yes, that is what I mean. I do not see any objection to their having a military training, not a high military training, but at all events some military training—taught how to shoot and move about in fours. It appears to me that is all the rank and file need know.

4091. The Paymasters used to be practically a civilian body under the Financial Secretary, up to quite a few years ago, did they not?—No, they were generally military men; sometimes retired men were appointed, a certain number from the Army, but there was an occasional job in the way of a civilian.

4092. But have they not been constituted to a much greater degree a military body in the last few years?—No, the regimental Paymaster was like the doctor and the Quartermaster of the regiment in former times; they were all part of the regiment, and they were almost all military men. In some cases they used to go on half pay to get appointed as Paymaster.

4093. Who did they report to at the War Office?—They reported to the Finance Branch.

4094. They were not under the military department at the War Office?—No.

4095. Therefore in that sense they were not military appointments as they are now?—Well they reported to the War Office, and questions of their appointment and status and so on were dealt with in the Finance Branch.

4096. They were dependent upon the Finance Branch for their appointments and promotions?—Yes, their promotions used to be made in the Finance Branch according to their merits as paymasters and accountants.

4097. Therefore they were in a position of greater independence as regards the military authorities with whom they were in contact?—No; the Regimental Paymaster was under the Commanding Officer of the Regiment and the Commanding Officer had to sign his accounts and go through them. Practically the Paymaster was a servant of the Commanding Officer of the Regiment.

4098. Then he served two masters practically?—The War Office, of course, is above everybody. I do not think that it could be said that he served two masters.

4099. But my point is this: I suppose you would admit that the control that is really vital and effective is the control of the man who has power over your future, who has it in his power to say you are fit for promotion, or unfit for promotion, you are fit to retain the position or unfit to retain the position. That, under the old system, as I understand, rested with the Finance Branch, and in that sense the Paymasters were in a certain degree independent of the Military authorities, whereas now they are dependent for their position and their promotion and their future prospects upon reports made practically by the General Officer Commanding under whose command they are serving?—There were reports just in the same way, I think, on the Paymasters from the General Officers and Commanding Officers.

4100. But the Paymaster could appeal from the decision of his military superior to the Finance Branch who were really in the last resort his masters—his official fathers?—He could always say, "I hold this to be contrary to the regulation, and I think it wants a decision from Headquarters," and that decision was obtained as a matter of course.

(*The Secretary.*) He has that power now; that power is unaltered.

4101. (*Chairman.*) Would you see any advantage in placing the Paymasters under the Accountant-General instead of under the Quartermaster-General?—No, none whatever. I think the advantage is all the other way. They are military men, and they are performing a military function. In their localities they are the Financial Officers of the General, and they are soldiers, and should be regarded as soldiers.

4102. And as regards their promotion, I suppose the Accountant-General's Branch has really quite a sufficient voice. They are consulted?—They are consulted. Reference is made with regard to any important promotions, certainly to the higher positions. When it is suggested that a certain promotion should be given to a certain man they are asked their view upon it; they are given an opportunity of expressing their opinion on the matter. The Accounts Branch are always consulted.

4103. And that opinion would have very considerable weight?—Certainly; and if there was a difference of opinion it would go to the Secretary of State for decision.

4104. Are there many cases that go to the Secretary of State for decision, or do they generally come to an agreement?—They generally come to an agreement, but yet for the highest ranks it comes up either to me or to the Secretary of State.

4105. In your opinion, have the Paymasters shown a tendency of late years to discharge their duties more smoothly and more efficiently than they did. I suppose when they were first instituted naturally they took some time to learn their work?—The system that has been established as the Pay Department has been an enormous improvement on the old Pay Department. It is a hierarchy now. Men admitted in a junior position go through a probation. They are taught, and they have to respond to the test which is imposed upon them; they then act in a junior position in offices, and then subsequently rise up to higher and more important charges. The old system was that anybody was put into the position whether he knew anything at all about it or not, he never had to be properly qualified; very often they relied entirely on their Paymaster Sergeant, and gave him some extra pay to do the whole of the work, and did very little of it themselves. It was as bad a system as could be,

the old regimental system, but it is immensely improved since then, and a very large number of Paymasters are very excellent Paymasters, and take an immense interest in their work, and do it very well.

4106. The limit of age at which a man can be made Paymaster now, I understand, is 35. Does that strike you as rather high? Would there be an advantage, in your opinion, in getting them in younger, provided always that they had a certain amount of military experience?—I think a largish number of the men who are appointed now are men of much shorter service and younger age than that, though occasionally a man finds that he is not likely to do much good in going on in the more combant part of the work, and casts his eyes upon the Pay Department as a quieter billet, which would suit him better; and some candidates come in in that way, though I cannot say I have recently very closely watched the appointments to the Service. But the original idea, in forming the Pay Department, was to provide for older men who had had a fairly long service, and who would, under the rules then existing, be soon, probably, compelled to retire; it was thought an economical arrangement to provide for work of this kind, which was more or less sedentary by appointing men of that class, who had experience as company officers.

4107. How far was it the idea to provide for the work or to provide for the men?—I think it was thought that men who had had experience as Captains of companies, who were reported upon as good men, would make very good Paymasters, and that if you took them at a certain age, such as 35 or 40, it would save the expense of making a new man by taking a man who was already made, and who would be due very soon for retirement.

4108. (*Colonel Miles.* And they did in that way get some very good men?—Yes, they did get some very good men.

4109. (*Sir Charles Welby.*) Is there much competition for appointments in the Army Pay Department, do you know?—They have a number of men on the lists, I think.

(*The Secretary.*) They have a long waiting list; in fact, for the last few years they have had a rush of candidates; they have men waiting to come in to the department before they have completed the four years' requisite service.

4110. (*Chairman.*) Then are you satisfied with regard to the limit of age, or would you like to see it lowered?—I cannot think that it is a very satisfactory thing to have men jumbled together in that way, performing the same duties, who vary so much in age. I do not think it can be good to have some men of 25, and other men verging on 40, as new men in a department. I think it should be much more either all one way or the other.

4111. Generally speaking, the position of the Paymaster in being an officer who audits accounts, through whom money is issued, and who, in some cases, pays bills, strikes people who are new to it as an anomalous one. The general theory is that an auditor should have absolutely nothing to do with money which should pass through him in any way. I suppose that point has been considered over and over again at the War Office?—Yes, I think it has, but I think my explanation just now of the old system of the pay list, and the Company Account explains how we have drifted, I may say, to this present arrangement. The payments to the men, the account of which is contained in the Company Account, are absolutely made by the Captains of the companies, assisted by the companies' staff. That account is rendered monthly by these cashiers to the Paymaster, the Paymaster being the man who makes the imprest to the Captain of a company, and who then sends in the company pay list as his voucher to relieve him of the amount of expenditure that is there recorded. The Paymaster is charged with the duty of examining every bill which comes to him for payment, and he examines that bill to see that it is all right, subject to the test that we make of one-eighth, I think it is, of the work, that is to say, one company account out of eight company accounts; we consider that that examination is sufficient and satisfactory. Here I might explain that when I say one-eighth, that is our general rule; it may be that some accounts for a certain month might not be touched at all, because if there is anything which appears irregular or the

accounts are not fairly well rendered, the whole of those are examined; but what we undertake to do is to examine one-eighth of that class of account. We take the eighth regimentally as much as possible, but sometimes one account might not be examined at all in one particular month, but the whole of another account might be; so that it is absolutely uncertain what examination we apply to the accounts when they come up here.

4112. Then whatever theoretical objections there are to a Paymaster discharging these conflicting and apparently irreconcilable duties, in practice the system has been found to work well?—Yes, we find it has worked very satisfactorily indeed.

4113. And you are quite able to accept the Paymaster's audit of the company lists?—We find that our test audit, coming after them, has that moral weight which an audit should have (and the whole purpose of which is that moral weight) and does secure the rendering of those accounts in a very accurate and satisfactory manner as a rule.

4114. As regards the audit at the War Office, I think at one time you were inclined to hold the opinion that the War Office audit might be transferred to the Comptroller and Auditor-General?—I have expressed that view before, I think, some Parliamentary Committees.

4115. But I think you modified it subsequently, did you not?—Well, it was so resisted by the Treasury; they were quite horrified at the notion that there should not be a strong departmental audit, that I really have not given it a thought since. But I am a most strong believer in the necessity for having an audit absolutely independent.

4116. That is rather another point, is it not?—They thought that a departmental examination was sufficient, subject, of course, to the control of the examination of the Comptroller and Auditor-General. It is that examination which, practically, secures the independence of all the audit which takes place. The Comptroller and Auditor-General is the most independent man in the whole Kingdom; he has the run of the whole of the accounts; he can call for anything, and we, the departmental men here who examine the accounts, know that that audit is coming after our audit; and that fact secures an examination in the Department equal in character to the examination of the Comptroller and Auditor-General; just as, taking it one step further down, the examination of the same kind here, the departmental audit and test of the Paymaster's examination of the Company accounts, secures the same character in that. I do not say it is so absolutely good as an entirely independent audit, but there is an advantage in having the departmental character as well. But if there is to be a choice between the departmental character and the independence, the independence is paramount according to my view.

4117. (*Mr. Gibb.*) In that answer are you not using the word "audit" in two different senses. The audit of the Comptroller and Auditor-General is an audit in the ordinary sense of the term; the audit at the War Office is, as I gather, an examination as well as an audit?—No, the audit of the Comptroller and Auditor-General is equally an examination as well as an audit.

4118. But, supposing a question arose on a particular item, whether that item ought to have been expended, does the Comptroller and Auditor-General in his audit go into a question of that sort, or does he apply himself only to the fact whether it has been expended?—No, his audit is an absolute audit of authority over and above the Secretary of State as the interpreter of the regulations. If an expenditure is incurred which the Comptroller and Auditor-General thinks is not covered by the regulations, he interprets it, and queries it, and that is discussed before the Public Accounts Committee of the House of Commons; in fact, almost all the queries that are raised by him are queries of that kind. That is what I call an audit of authority. They compel us to limit our expenditure by the regulations which are laid down, and that is the whole theory. Where regulations involve expense they are all supposed not to be sanctioned by the Secretary of State only, but by the Treasury, and the Treasury empowers the Comptroller and Auditor-General to see that his examination takes care that the Secretary of State does not exceed his powers by acting in excess of those regulations which they have sanctioned as the limit of his expenditure.

Sir R. H.
Knox, K.C.B.
6 Feb. 1901.

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

4119. In any matter covered by the regulations?—Yes.

4120. (*Chairman.*) Speaking generally, the theory is, is it not, that the Secretary of State for War or the head of any other spending department must satisfy himself through his own machinery of audit and account, that he is discharging his responsibility of expending the moneys entrusted to him by Parliament to be spent for certain purposes, that he must see that they are being spent for those purposes, quite independently of what may be done by this outside audit, which is only responsible to Parliament?—That is the view which is held, I think, generally, and by the Treasury particularly. They think that a departmental audit is absolutely necessary, and that the Secretary of State, who is responsible for all this expenditure, should be watching it in such a way as to really be discharging this function of responsibility, and so that he sees that his subordinate people are not exceeding the powers that have been granted to them.

4121. To go back to the question of decentralising the War Office audit by the suggestion of moving local detachments to Dublin and such places, would it be your view that the Accountant-General at the War Office would be rendered less efficient for the purpose of making financial criticism on the bearings of any new proposals by seeing less of the practical work done under him?—I think it would lessen his knowledge and experience of the working of the regulations. I think that in dealing with the proposals that come before him where any expense is involved, to consider, it is of the greatest possible advantage to have within reach those who are practically interpreting these regulations every minute of the day by passing the expenditure governed by them.

4122. But he would have to have, at any rate, a small staff to help him to deal with difficult questions which were referred to him by the local audit, and some of the expenditure would always have to be audited up here, I mean expenditure of other kinds, not the expenditure incurred in Ireland, but expenditure of a large class?—With regard to that class of expenditure which is governed by regulations, which are our machinery for decentralising the whole of the work of the administration of the army, the working of those regulations can really only be ascertained by the examination of the accounts, which shows their working and brings to light the difficulties that may arise from time to time, and if all the questions that arise are to be settled locally, or the great mass of them—

4123. The great mass, I suppose, would be settled locally, but any question that arose outside the authority which had been delegated to the local department, or any question of great difficulty, would be referred here. That would keep the Accountant-General in touch with the actual working of the regulations, would it not?—He would not, I think, be able to deal with the thing so intelligently as he would if he had the actual accounts here to deal with, and saw not only the exceptional case which arose, but the ordinary working of the regulations where no exception was taken. You do see that in dealing with the large number of charges included in the account.

4124. But he himself would most probably be a man who had passed through the mill, and been at one of these local centres. He would be familiar with it, and have the feeling of the thing at his fingers' ends?—Well, if our affairs went on the same for, I was going to say, 20 years; but even for two years, his previous experience might be of some use; but our changes are so frequent and so numerous that I am afraid previous experience is a thing that you must try and get out of your head almost, if you want to go along comfortably. I may say that it is of extraordinary value when a regulation has been issued and threshed out here (in which, of course, everything cannot have been foreseen) to have the experience of the account before you to see how that regulation is working. It is of very great value.

4125. Such a thing, for instance, as the regulations with regard to the soldier who is over 19—messing allowance?—Yes, all that kind of thing.

4126. (*Mr. Gibb.*) In the Reference to this Committee we are asked to advise "whether the detailed financial audit, as conducted in the War Office, is required by the public interest." I gather from the evidence that you have given that you are practically of opinion

that the existing method of auditing the accounts is required in the public interest, and that the mode of conducting it does not admit of any improvement?—It is going a long way to say that a thing does not admit of improvement; but I think that the examination that is given is absolutely necessary in the public interest. I think that the way in which it works shows that it is efficient for its purpose; that things that go wrong are comparatively few; that it gives ample and very satisfactory experience of the working of those regulations to the people who are administering the expenditure; and I, myself, at the present time, do not see any way of bettering it.

4127. Your experience of its working has not led you to see any defects that you think could be removed, or any features which should be improved?—No. I confess that I do not, at the present time, see it. We have been gradually evolving the system which we now have, and I think that the system works better than any we have had before, and I think it is extremely satisfactory.

4128. Of course you acquiesce in the view that the Paymaster, in consequence of being partly an auditor and partly a cashier, is in an exceptional position, and that an audit by him is not a kind of audit that would be accepted in most commercial concerns?—Yes, I so understand it, although I think that it must be held that even the cashier who makes a payment, when he is charged with the duty and responsibility of seeing what he is paying is regular, in doing so, and protecting himself, is applying an audit; and it is in that sense that the local Paymasters who make these payments are auditors and examine these bills, that come to them for payment. If a man has a large bill to pay he is bound to see that it conforms with certain rules and regulations, and in doing that he practically applies a local examination or audit before he makes the payment; and we have held that the examination of the company accounts is very much of that character.

4129. That comes substantially to this, does it not, in his capacity of auditor, trust him: in his capacity of cashier audit him, and the Paymaster is not to be distrusted in one capacity because he also fulfils the duty of the other office?—I do not think we trust him, as it were, implicitly in either capacity.

4130. But still it is a very exceptional thing, is it not, that a man should be placed in the position of being at the same time an auditor and a cashier?—I think that we regard him really as a cashier, but in discharging that duty as cashier we make him responsible that every bill that goes to him for payment is, within certain limits, regular. I cannot think that that is going beyond what is required of a cashier. A man who pays my cheque over the counter is bound to see that my name, or something very like my name, is attached to it, and that it is in usual form, and properly dated, and has a mark on the back of it if it is payable to order, and so forth. All that is included in the cashier's duty, and what we expect a Paymaster to do is to examine in the same way very much. It may be going a little bit too far in the case of these company pay lists, but we say, "We look to you to perform certain functions with regard to that, and we do not trust you implicitly, but we go over your work and see that you are doing it properly."

4131. But if the cashier duties of a Paymaster were removed, you could trust him implicitly as auditor, could you not, and thereby diminish the double work of carrying out a detailed audit at the War Office?—We certainly should have here what may be termed administrative audit.

4132. A test audit?—A test audit, but an administrative audit; and, of course, we have outside it, the audit of the Comptroller-General. That local audit, I do not think, could be entirely relied upon. As a matter of practice, however, on emergencies, you are obliged to accept an examination of that kind, but, as a matter of principle, I think you must have your administrative audit and your outside completely independent audit.

4133. You point to the War Office audit as very exceptional, inasmuch, as it consists, not only of the ordinary audit, but an examination to see whether the payments are made in accordance with authority?—Yes.

4134. And you attach very great importance to uniformity of interpretation?—Certainly, the greatest importance.

4135. What proportion of the expenditure passing through the Paymaster's examination would be dependent on regulation, and what proportion outside regulation, such as expenditure under contracts, and so on?—I have not, certainly recently, had any figures before me. The great mass of the expenditure is under regulations, it is only the contract payments that are not under regulations, and the mass of those are paid up here.

4136. The mass under regulation means, does it, that the bulk of the expenditure would be on the pay of the troops?—The pay and allowances of the troops.

4137. In regard to that part of the expenditure, you practically do now rely, do you not, on the Paymaster's audit?—Subject to our test examination of one-eighth, we do rely on it.

4138. It has been suggested to the Committee that it would be advantageous to confine the Paymaster to what may be called cashier duties, and to establish a local branch of the Audit Office at various centres. As I understand, you are against that suggestion?—Yes, I am; I think that the present system is a better system. I do not say that they could not be locally examined, because they could, but, I think, that the present system is a much better system.

4139. Look at the suggestion from an alternative point of view. Supposing the Paymaster's duties were confined to those of a cashier, and the audit duties were centralised at the War Office instead of being conducted, as now, partly by the Paymaster, do you think that suggestion would be an improvement?—I think it would be much better than the other one, but, of course, there is a disinclination to largely increase the establishment of the War Office, which, certainly, would have to be increased if an examination similar to that which is now made locally, were made up here. I think that the present method of distributing the labour works so satisfactorily, that such an improvement as that is not necessary.

4140. Then take a third mode of dealing with the matter; suppose the payments of cash were provided through local banks without passing through the Paymaster, and the Paymaster's duties limited to those of audit, do you think that would be an improvement?—I do not know that I quite understand the arrangement.

4141. At present the Committee understand that the regimental officers get the pay for their troops through the Paymaster?—Yes.

4142. And that the Paymaster also makes direct payments under contracts, and so forth, and thus occupies the double position of cashier and auditor?—He generally makes the advances to the company officers by means of cheques upon the bank, and, of course, then debits them with those advances, keeping a separate ledger account with each company officer.

4143. But if the pay lists were provided for either direct from the War Office or by one of two cashiers in districts, the Paymaster would then have never handled cash, and would be in a position, would he not, in which he could be entirely trusted as auditor?—But how would the cash get to the company officers, and by whom would it be regulated?

4144. The company officer would make a demand for the cash required for a particular week for the payment of the troops?—Upon whom?

4145. He now makes it by demand upon the Paymaster?—Yes.

4146. He might, according to the suggestion made, make it either directly on the War Office or on local cashiers?—Which would be banks?

4147. Which might be banks, or who might be officers independent of the Paymaster, but whose duties as cashiers would be of an exceedingly simple character, because they would merely consist of issuing a cheque to the company officer in return for the demand he made; and then the pay lists on which that cheque was expended would go to the Paymasters and be thoroughly audited by them?—But who would keep the ledger account of the captain of the company?

4148. As regards cash paid?—Yes.

4149. The cashier or the War Office?—Then, when the account was audited, that account would go to the cashier as a complete document, stating the amount with which the company officer would be credited?

4150. No, the cashier would obtain the receipt of the company officer for the amount, that is to say, the cashier or the bank which issues the money?—Then there must be some account kept of what is entrusted to a company officer in order to debit him.

4151. A detailed pay list, showing the detailed expenditure of the amount received from the cashier, would go to the Paymaster and be fully audited by him?—But I do not quite see who is to keep the cash account, as it were, with the company officer. The company officer is sent so much money by this cashier or bank, say, 100*l.* or 200*l.*

4152. According to the suggestion made, I think it would be immaterial whether the cash account were kept by the bank or by a public officer occupying the position of a cashier for a district; we will say a cashier allocated in Dublin, through whom cash for distribution to all the company officers throughout Ireland would be made?—But then, when the company officer was sent so much money, someone would have to keep an account to see how much should be debited against him, and he would have to be relieved of that charge by means of some voucher, or some account rendered to him. Who would keep that account?

4153. The account rendered by the company officer?—No, the account with the captain of the company. Who would return his balance? He is entrusted with 100*l.*, and he would send in an account showing he had spent 95*l.* Who would be keeping that account to show he had a balance of 5*l.*, and see that he produced that 5*l.* if necessary?

4154. The Paymaster, because he would have the pay list, which would be the detailed voucher for the expenditure, and he would have the cashier's record of the amount paid to the company officer?—Then who would have to keep the account? The cashier would have to report to him what money he had issued to the captain of the company, and the Paymaster would have to render an account as against each one of the company officers.

4155. The Paymaster, as I follow the suggestion, would be the accountant and auditor, and the cashier would simply be the person who issued the cash; and, therefore, the cash would never in any form pass through the hands of the Paymaster?—Then who would render the account to the War Office?

4156. The War Office would ultimately get the detailed pay lists, having been audited by the Paymaster, and which would, therefore, be subject to such a test audit as the War Office thought fit to adopt?—I think that is something very much what was suggested here by my colleagues on the Committee of 1896, that there should be a division of functions in the Pay Department, and a certain number of them should be set aside as cashiers, and that a certain number of them should be looked on as auditors, and that is the way in which the work is really done in the Pay Department now. The men who make the cash payments are not the men who examine the accounts. They are divided, but they are under one chief, and the chief is the man who is held responsible, and who renders the account to us.

4157. And it is obvious, is it not, that under the present system there is the objection of the Paymaster, himself an accountant, being the person through whom the cash passes?—Yes, that is so.

4158. And if that objection could be got rid of by the expedient of having a few cashiers independent of the Paymaster, does it not strike you that that would be a good thing to do?—I am not so sure whether it would be a good thing to do.

4159. Perhaps you would like time to consider that suggestion?—In answer almost, I think, to the first question that was put to me, I said I had no objection whatever to the experiment being tried at any one of our stations to see how it would work, and I still have no objection to the experiment being tried; but I am not quite so sure it would be satisfactory.

4160. Do you see any objection to it? You see the advantage of it in clearing, as it were, the position of the Paymaster by making him an officer on whom the War Office can more completely rely as auditor. Do you see, on the other hand, any objection to it?—I should like to see the experiment tried before I give any distinct opinion about it; there would, of course, have to

Sir R. H.
Knox, K.C.B.
6 Feb. 1901.

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

be constant references between the cashier and the Paymaster.

4161. It would have, would it not, this further advantage, that the Paymaster, being constantly engaged in the complete audit of all the accounts, would get knowledge and experience which would enable them in time of war to carry out a more effective audit than under the present system?—War expenditure varies very much from the peace expenditure.

4162. You would probably agree that it is desirable to have a system which lends itself to rapid expansion and useful application in time of war?—Certainly.

4163. And by this system of making the Paymasters practically responsible, subject to test, for complete local audit, and relieving them of purely cashier duties, you do give a very valuable financial training to a number of officers, which training would be useful in peace time and in war time?—I do not think they would get more than they do now. I think it would be precisely the same work; they would perform the same functions, but there would be a division of the present department into two departments, a Cashier's department and a Paymaster's or examining department.

4164. But you would place the Paymasters in such a position that the War Office might, at any time if so disposed, accept their audit as final and complete, would you not?—I do not think their audit should be finally accepted under any circumstances, but should be subject to test.

4165. I gather that that is your view, but if the War Office at any time did wish to get rid of this detailed financial audit, they could do so safely as regards financial audit, apart from uniformity of interpretation, by having the Paymaster, as proposed, relieved of the cashier's duties and devoted to the complete audit of local accounts?—I do not think they would gain, under that system, more experience than they gain now.

4166. It would be an audit which would be absolutely trustworthy, would it not?—So far as it went it would be satisfactory; but, being conducted with incomplete knowledge, there would be great liability to erroneous interpretation, which, in war time, I admit is not of very great importance.

4167. (Sir Charles Welby.) Do not you think, perhaps, under these circumstances a central audit, which consisted of occasional surprise visits, might possibly suffice?—No, I do not think so; I think the accounts must be rendered here, and here we ought to see that there are vouchers for the expenditure, and that is one of the things which the Comptroller and Auditor-General is bound to check.

4168. (Mr. Gibb.) Under that system, where would you stop?—We stop at the Comptroller and Auditor-General, because he is an absolutely independent officer. I am prepared to admit, however, that an audit under a system which separated the examination from the payment would be more complete, and could be admitted as more complete in that way than under the present system.

4169. (Sir Charles Welby.) And, *pro tanto*, might lead to a relaxation of a further audit here?—It would diminish the extent to which it would be necessary to audit the expenditure here.

4170. But exactly to what extent it would enable that to be relaxed you would not like to say at present?—No, I should not.

4171. (Mr. Beckett.) *Aprpos* of what was said just now about the experience gained by a Paymaster auditor, are not you rather of opinion that the greater responsibility placed on the Paymaster by the present system gives him a better financial training, and makes him a more expert auditor than he would be if he were never permitted to handle cash, and only audited theoretically?—As I have said, I believe that the functions in the department are divided, as has been suggested, but within the department; I am, of course, speaking with regard to the big offices, but, of course, there are a large number of stations which are outside what we call a large station office—outside Dublin, and Portsmouth, and Plymouth, and so on, where the staff is not large and the functions are not divided.

4172. The point of my question is, do not you think the present combination of his duties as cashier and auditor gives him as great a financial experience and

training as he could possibly have, if his duties as cashier were taken away from him?—Certainly.

4173. (Sir George Clarke.) May I take it that you are quite satisfied with the present test audit of one-eighth, and one-sixth in certain cases?—Yes, I am, quite.

4174. Lord Haliburton, in the memorandum he furnished, says, "It is essential to remember that the civil check which formerly existed in every command throughout the Empire was completely abolished a few years since, and that the only civil check on Army expenditure is that now at the War Office." I do not quite know to what Lord Haliburton alluded?—I think he must refer to the fact that we have adopted so largely the test examination instead of the thorough and complete examination, which we had under the six-monthly pay list system.

4175. Was that check existing in those days in every command of the Empire, as he puts it?—Yes.

4176. A separate civil check in every command?—He means, I think, that the accounts came here for an examination in the Finance Department of the War Office; I think that is what he meant.

4177. Then it is really only a question of the transference of certain audit duties to the Paymaster, which used to be formerly performed here?—No; as I have explained, they used not to be performed here; the examination of the company accounts the Paymaster always did, but he presented to us a consolidated account of the pay lists which he examined, and we accepted that consolidated account as his payments.

4178. Then I do not quite see what Lord Haliburton meant. He speaks as if some important civil check had been abolished in commands some few years since?—That is what I think he alludes to. We used formerly to examine in detail the whole of the six-monthly pay lists which used to be rendered, every item was gone through. We have substituted for that a much more bulky account—the monthly account—and we have given up the detailed examination of it to the extent that we have substituted a test audit instead of a complete examination of the company accounts.

4179. You spoke of the danger of losing uniformity if there was a decentralisation of audit, do you know whether that actually occurs in India where, I think, the audit is decentralised into four districts?—I cannot say that I do, but, of course, there is a machinery for referring questions which are regarded as of importance up to headquarters for final decision.

4180. As regards the Civil Service objecting to be knocked about from station to station, it must be the case in India, must it not, that they are liable to serve over very much larger areas, and that that does not operate as a check to the candidates for the Civil Service?—An Indian civil servant, of course, is liable to be constantly moved all over the country, but he knows what he is going in for. He may be appointed, of course, to any one of the many different departments of the Indian Civil Service. But I was comparing liability of that kind with the absence of any such liability in the other home departments of the State, and what I feared was, that that extra liability, which is certainly one of discomfort, so to speak, would tend to give the War Office men who were lowest on the list in the competitions for the Civil Service.

4181. If, in future years, larger powers generally over money were given to districts, might not the establishment of local audits, not only become more convenient, but actually strengthen the Accountant-General in dealing with the decentralised powers of generals?—In our Service, I really do not see what further financial powers of any dimensions can be given to the local generals. As regards small things, they have very full powers at the present time; but as regards larger thing which may affect expenditure and certainly the interpretation of Regulations, I do not think further powers can be entrusted to them satisfactorily.

4182. But, as a general question, do not you think the decentralisation of audit should rather follow on the decentralisation of powers?—I think that would give rise to a difference of treatment, a difference of treatment and decision in different districts which would be inadvisable.

4183. If the system of the auditing of the War Office generally had been decentralised, would not some of

the tremendous pressure which has been brought to bear on the department during the war have been mitigated?—No, I think it would not; I think what we have found is that it is more easy for us here to meet the increased amount of work, than it is to meet it in the districts. The districts would have been placed in an extraordinarily difficult position in consequence of the withdrawals of their staff in order to meet the demands of the war abroad; they have found it most difficult indeed to cope with the work they have had to do. We have found difficulties here, but I believe we can, as it were, expand in the lowest grades of the office more satisfactorily than any of the districts can.

4184. Then you do not think that in an ideally organised military system no great and excessive strain should be thrown on a War Office on the outbreak of war?—I think, when a war breaks out, everything has to be expanded, and the extent to which provision should be made for that expansion beforehand is, of course, a big question of policy. I certainly think that, where the work is centralised, it is much easier to meet an excessive strain, than where the strain affects many stations away from headquarters. This is the seat of the final authority, and I think you can get a decision here more easily as to how the difficulty should be met.

4185. Do you see any vital objection to the gradual establishment of a Military Finance Branch of the Indian type?—I cannot say that I am familiar with the type of the Indian Finance Branch. They have a Finance Branch, which is quite independent in its working, of all the rest of the Service, and resembles the department which exists here; of course we work under Parliamentary institutions, and on different ideas as regards financial control from those which are exercised in India, although they are, in broad principles, much the same. But, I think, the principle of having a Financial Control Branch which is a Civil Branch, as distinct from the Military Branch, is the proper principle.

4186. Yes, of course, it must be absolutely distinct; but you do not think any special advantage arises, do you, in having the rank and file, as it were, of the Finance Branch civilians?—I think they should be recruited in a different way from the rest of the Service—that there should be a Civil Branch and a Military Branch.

4187. (*Sir Charles Welby.*) In your experience of Paymasters, on the whole, that they are men of independence, who can be trusted to stand up against financial suggestions which they have reason to believe are improper according to regulation?—Men vary very much in character as regards those matters; some men are more easy going than others, but I think there are some men who are very strict, and who maintain a strict view, and require superior sanction for expenditure which they think is not strictly within regulation.

4188. Should you say that, as a class, they could be trusted, for instance, to stand up to a General Officer Commanding in the event, let us suppose, of his wishing to strain the spirit of the regulations with regard to expenditure?—I think, if the examination was final with them, they could not be trusted; but it depends entirely on the fact that they know their work will be overhauled by quite independent people, that gives them their independence; the Comptroller and Auditor-General gives us our independence here.

4189. (*Mr. Gibb.*) And who gives him his independence?—The House of Commons, absolutely; without the Comptroller and Auditor-General above us, I believe that our administrative and departmental audit here would be worth very little.

4190. (*Sir Charles Welby.*) To carry that a little further, there ought to be someone above him to make him do his duty, I suppose?—No, he is absolutely independent; you make him as independent as possible.

4191. (*Sir George Clarke.*) If the Paymaster were under the Financial Secretary, would not his independence, apart from pressure, of Generals of stations be established?—If they were under him, it ought to be a Civil Department and not a Military Department in any sense, and I see difficulty in working it as a Civil Department.

4192. (*Sir Charles Welby.*) You attach importance to the objection of having two sets of clerks, one a cashier

establishment and the other an audit establishment, sitting side by side, I understand?—Yes; even if they are not interchangeable, there is a disadvantage. For instance, I may refer to the Comptroller and Auditor-General's Branch here; it carries out a concurrent audit in this office, and the men sit in this office and have access to all the accounts. Their rooms adjoin our principal account room, but the Comptroller and Auditor-General takes good care to be constantly changing those men.

4193. And is that fear at the root of your doubt whether the system suggested to you, just now, by Mr. Gibb, would enable you to dispense in any material degree with the audit you now exercise up here?—It might be modified to some extent, but I do not think to such an extent as would admit of any considerable reduction in the work here.

4194. (*Sir George Clarke.*) I think you laid stress on the difficulty of getting the personnel of the decentralised branches to have knowledge enough to deal with all the subjects which would then have to come under their notice, which are now classified by subjects here; but must not the Auditor-General's people have that knowledge now, or how could they deal with things as they do?—They are, of course, men who come, from time to time, new to the work, but they are superintended by men who have had considerable experience, and are really that class of men that it would be necessary to have in each of these different districts. One of the principal officers of the Audit Department is in charge here, another at the Admiralty, and others at different public offices.

4195. So that they really specialise themselves for offices rather?—No, they are changed, as I said. The Controller and Auditor-General sees that changes are from time to time made; but these men are men who have had very large experience. It may be those who get into a position of charge are men who have worked in the audit of this particular office or the Admiralty. They are highly trained men and highly paid men too, and it would be necessary to have at least men of the same calibre in charge of the decentralised audit.

4196. Much more is really demanded of the Auditor-General's head officials than would be demanded of the heads of these local audit branches?—Their work would be very much the same.

4197. But they, of course, range over several departments of the State, and may be transferred from one to the other?—Yes.

4198. So that their range is very large indeed?—Yes, very large. They work, I have observed, in groups of offices; you will find one set of the audit men will be changed within two or three offices, and another set will be changed within another two or three offices. They do their best to destroy what I have described here as the personal equation between the auditor and the offices.

4199. (*Mr. Beckett.*) I gather, then, that it is very strongly your opinion that the present association of duties in one man as cashier and auditor is attended by no real disadvantage or danger to the public interest?—I do not think it is.

4200. And any change might be sacrificing practical efficiency to theoretical perfection?—I think so.

4201. I gathered also you said that under the present system you considered practically the Paymaster checked himself in the same way as a cashier does by the automatic balance which is applied to his book at the end of the day, and if his book balances, that is a fair check on the correctness of his account?—Quite so.

4202. I mean this, that you say the fact that the cashier has to balance his account, and is responsible for the correctness of his account, is, in fact, a sort of audit?—Quite so.

4203. Such as is applied in any business by the balancing of a cash book at the end of the day?—Yes.

4204. And you do not gather that it is of any more absolute importance to apply a detailed audit of a very severe kind to any item than it would be for an auditor at the end of a year to examine every item in the book of a cashier?—In so far as I understand, in a business of that kind there is practically a division of work necessary—say, for instance, in a bank—between the men who are at work upon the cash of the day; that division of duties operates as a check one upon the

Sir R. H. Knox, K.C.B.

6 Feb. 1901.

Sir R. H.
Knox, K.C.B.

6 Feb. 1901.

other, and the balancing of those books practically is a daily audit.

4205. That is quite correct; but, of course, as regards the War Office, the system of audit must be entirely different. The object of a business audit is to strike a balance between assets and liabilities, that case, of course, does not apply to the War Office at all?—Not at all.

4206. And, practically, if you get a system which assures a fair examination of accounts, you have all you want in the public interest?—Quite so. We are spending an income here, and we look after it as expenditure, and we decentralise the rules under which it is expended as far as we possibly can. We issue rules for everything—perhaps it is overdone to some extent—but the rules are thought out by men who have experience all over the Army and they are laid down as guides to the outside people. But it is our business, inasmuch as those rules are the absolute limits of expenditure within our control, to see that those rules and regulations are complied with; and, I think, the system we have established in order to secure that is as good a one as I can conceive.

4207. As to the part of the Paymaster's duties that relates to the issue of pay, I gather you think there is practically no room for fraud or malversation of any kind without the chance of its being immediately detected?—The payments are made by the Captains of companies to their men and the system is briefly this. There are 31 days in the month, it is known what rate of pay each man is entitled to, the man every week gets an advance against that, and at the end of the month his account is balanced—he has had so much, and the balance due is paid to him. The account of all the men of the company is rendered a few days after the end of the month to the Paymaster's Office, and the Paymaster goes through it and checks the names and sees that everything is regular and renders it up here, where it is examined to the extent I have described, one-eighth, or sometimes, as I have said, the whole account is examined. It is absolutely a test or surprise examination; no one knows to what extent it has been examined; and I think that has secured, as I know, a very accurate account of all the expenditure of that character.

4208. And as far as you know there have been no cases of misappropriation of cash come under the notice of the War Office?—No, there are far less than there were under the old régime. The old six-monthly system, where the pay list was made out in the Paymaster's office, used to lend itself to fraud and the men who worked up those accounts had opportunities to cook them in a way which admitted of money sticking to their hands.

4209. And you think the addition of officers to hold the post of cashiers would increase the number of officials without increasing the efficiency of the check?—I think that probably would be the result. You would have to have independent men in that position; you would have double heads, in fact, instead of only one as now.

4210. As regards payments of local bills by Paymasters, do you think the present system is equally satisfactory?—Yes, I do. It is, of course, a good deal a question of the regulation of cash, and the rules which govern it are rules which have been practically made by the Treasury. The Treasury regulates from day to day, as it were, the amount of money which is placed at the disposal of the Secretary of State; they watch it as carefully as possible; they consolidate the whole balances of the country and hand over to the Paymaster-General the money to be spent. If we had to entrust all our Paymasters with money sufficient to meet the demands for very large bills coming in at various times for payment, we should have to establish an enormously elaborate machinery for watching the cash placed at their disposal; and the present arrangement which necessitates all the larger bills coming up here for payment by the Paymaster-General works with extreme simplicity. Of course, a night's post is all that divides us from any part of the Kingdom, and we are able, if there is any difficulty, at once to arrange with the Paymaster-General or the Treasury for any additional advances that may be required in consequence of any abnormally large claims being made upon us.

4211. As regards the smaller accounts, it seems to me it would be quite possible for a Paymaster to

arrange with some local tradesman or local contractor, in such a way that he might receive a considerable commission on the contract or the account. What means are there in existence now for detecting a fraud of that kind?—The Paymaster has nothing whatever to do with the local contract. If a local contract is made it is made entirely by the department which requires the articles, and the Paymaster simply makes a cash payment for small bills under 100*l*.

4212. And he does not order anything himself?—He does not order anything himself.

(*The Secretary.*) All he could do would be to get a tradesman to send in a bogus bill?

(*Witness.*) Yes, and that would be forgery.

4213. (*Sir Charles Welby.*) Do you think it necessary that the detailed pay list, with the list of names, the company pay accounts, should come here in bulk every month?—Yes, I think so. I think it is only in that way that we can apply what I should call a real test audit. It is not known what part of the account we are going to examine, and we must have the whole of it at our disposal in order to decide what part of it shall be examined.

4214. In regard to those pay lists, the Paymaster is an auditor and nothing else, is he not?—I could not exactly say that.

(*The Secretary.*) He supplies the cash as well for the payment of the troops.

4215. (*Sir Charles Welby.*) He is a cashier to this extent, that he issues imprests to the sub-accountant?—Yes.

4216. Would it not be enough for your purposes if he sent here vouchers for the advances he has made to the sub-accountant, and a certificate to the effect that he has examined the company accounts and that they were correct according to regulation, instead of sending a big document containing the name of every individual soldier in bulk?—No, I think we must apply a test examination.

4217. But, as I understand, it is not merely a test examination, but an examination in full?—Only an eighth of the accounts, which is the test.

4218. Mr. Wight, in his memorandum, says:—"To seven-eighths of the pay list a limited examination is applied, which practically means checking the totals into the Paymaster-General's state, and seeing that certain forms and certificates are completed." My suggestion is, could not you accept the Paymaster's certificate as an auditor that he has satisfied himself that these pay lists are correct, and so avoid having them all sent up here in bulk?—No, I think we must have the voucher to show that he can claim to take credit for the amount which is there stated.

4219. As I say, he must have a voucher for the amounts that he has advanced to the company officer, but that is a very much less thing than this detailed document giving details of how the money is expended?—Yes, but he has to take credit just as much as the company officer has to take credit for the amount which has been disbursed, and that amount might be stated at 10*l*. less or 10*l*. more, or any amount he liked to set down; you must have a voucher in support of that credit.

4220. Cannot you accept your Paymaster as a sufficient auditor in respect of these payments?—No, not if he is the cashier, certainly not, because he takes credit for the amount of the company pay list.

4221. And he produces the voucher?—But the voucher is the company pay list; that is the only evidence of payment.

4222. There might be a simple document signed by the company officer, might there not, saying "I have received 150*l*."?—That is only a debit against him. What is taken credit for as against the public expenditure is the amount shown to have been finally expended.

4223. That is the detail of the 150*l*?—But we could not pass as a final charge against the public accounts an imprest of 150*l*.; that is contrary to every principle.

4224. If you do not accept the Paymaster as your auditor, of course you could not; but my point is, why should not you—as he does not disburse the money in detail—why should not you accept his audit of it as an audit which would be satisfactory to you?—We should then have no voucher for it.

4225. Then why should not your Paymaster be your auditor for that purpose, and why should not you accept his word for it, instead of doing it all over again?—You cannot do it; if he is cashier you cannot allow him to take credit for amounts which he himself merely states that he has paid, without evidence of actual final payment.

4226. But he is only cashier in the sense of advancing sums to sub-accountants for which he gets receipts; the Captain of the company is the real cashier, and I should have thought the Paymaster's audit would have been sufficient?—He could not charge as a final charge the imprest that he has issued. In taking credit for having paid away so much money, he must produce evidence of the payment having been made for certain purposes. The company pay list takes credit for having spent so much for pay—so much for good conduct pay. If a man was an absolutely independent auditor, it would be sufficient to send up a tabulated statement, if you do not care about maintaining the test audit; but I think the test audit is absolutely necessary.

4227. (*Chairman.*) In order to maintain the test audit you must have it all up?—You must have it all up.

4228. It has been stated to the Committee that there is a good deal of work involved in connection with the officers' accounts which comes through Cox and other agents, and that the claims sent in by Army agents are very careless. It appears that the claims are sent in direct through Cox, and the account of the officer in no way passes through the company account. Would it not be possible, instead of a claim being sent in by Cox, to receive here from the company a statement of what was due to the officer, and then that that amount should be paid to Cox, so as to get rid of these inaccurate claims and the consequent disallowances?—I did not know that the claims that came through the agents were so inaccurate as that. Of course, mistakes cannot be avoided altogether, and I have heard it stated that some of the accounts are not so well rendered as when the agents received a large payment for their work, which they do not now. But the system of agency as the method of issuing pay to the officers is a system which the officers prize very much.

4229. I do not propose to interfere with the system at all, as I see it is of very great advantage to the officers, but instead of the agent sending in a wrongful claim for so much money, why could not a cheque be sent from here to the agent for the right amount of money, and placed to the officer's credit?—It would be a very elaborate arrangement to have the personal accounts of all the officers kept here.

4230. Could not they be included in the company accounts?

The witness withdrew.

(*Witness.*) No doubt the pay of officers could be issued through the company accounts, and it is open to them to draw it in that way if they like; but I think the examination of it would be more difficult than the examination now in the present form.

Sir R. H.
Knor, K.C.B.
6 Feb. 1901.

4231. (*Chairman.*) We do not propose to force an officer to accept his pay from the Paymaster, but that some device should be adopted by which his accounts could be kept with the company accounts, and then, when the list comes up here, it would be seen that so much was due to the officer, and a cheque sent to the agents for that amount?—I think it would throw a great deal of additional work on the office, and I do not see what is to be gained by it.

4232. It is a question of which would entail most work, disallowing the inaccurate claims or adopting such a suggestion?—The latter would mean overwhelmingly more work for the War Office.

4233. (*Mr. Gibb.*) If, in point of fact, the examination of the agent's accounts involves an unnecessary amount of trouble, would it not diminish the trouble if the paying authority could, in the first instance, make the payment themselves?—If the officers' names were inserted in the company pay lists, just the same as the men's, and it ceased there, and was finally audited there, it would be a simplification; it would be all charged in the company account, and be finally settled.

4234. Why should not it cease there, in the case of an officer just as well as in the case of a soldier?—You mean that the officer should receive his pay through the company account.

4235. Not necessarily, the item would be passed through the company pay list. Supposing the total came to 200l., distributed among 10 officers, for instance; that 200l. would be sent to Cox with a list of the officers to whose credit each portion of the amount was to be placed?—That would have to be done by the Paymaster who made that charge in his account, and the officers would have to trust, as it were, to that being all right, and would have no one to come down upon if anything went wrong.

4236. It would be a question of Cox examining the Paymaster's account instead of the War Office examining Cox's account, would it not? As the War Office say there are a great number of errors in Cox's account which require a great deal of examination, that trouble can be got rid of, can it not, by adopting the suggestion made?—It would throw upon the Paymasters and the company officers the duty of making out the claims of the officers, and I verily believe they would make just as many mistakes as the agents do, probably more.

FIFTEENTH DAY'S MEETING.

At the War Office.

Tuesday, 12th February 1901.

12 Feb. 1901.

PRESENT:

Mr. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Draft suggestions for carrying out the Audit of all Army Accounts at local centres by detached branches of the Accountant-General were discussed and agreed to.

Mr. Major was called in and discussed the proposed regulations for the Contract Branch.

SIXTEENTH DAY'S MEETING.

ELEVENTH DAY'S EVIDENCE.

At the Ordnance Factories, Woolwich Arsenal.

Wednesday, 13th February 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Col. E.
Bainbridge,
C.B., R.A.

13 Feb. 1901.

Colonel EDMOND BAINBRIDGE, C.B., R.A., examined.

4237. (*Chairman*.) You have been Chief Superintendent of Ordnance Factories since 1899, I believe?—Yes.

4238. And you are charged with the administration and working of the Ordnance Factories?—Yes.

4239. And you submit estimates of the expense necessary to carry out the orders that you receive and you prepare for audit in the Finance Division, and for submission to Parliament the accounts of expenditure incurred in the factories?—Yes.

4240. We want to ask you a few questions with regard to the making of contracts in the first instance. When the head of one of the factories makes a requisition for material for manufactures that requisition comes to the Stores Branch which is under you, does it not?—Yes, it practically comes to me.

4241. It comes to the branch which is under you—your Store Branch?—Yes.

4242. Who is the head of that branch?—The head of the Store Branch is Mr. Sketchley.

4243. He is a Staff Clerk, is he not?—He is a First Division clerk, what is called here a Staff Officer.

4244. Do you see those requisitions when they come into your Store Department?—They go to the Store Department, or if they are for machinery, they go to the Chief Mechanical Engineer, who draws up the specifications for them, and they are all submitted to me or my Civil Assistant for approval before they go up to the Director of Contracts. The more important cases I see myself.

4245. And they go up from you to the Director of Contracts?—Yes: that is the procedure for all requisitions from the departments, not large stores such as oil, coal, and that sort of thing; that is the ordinary maintenance for the year.

4246. I am referring particularly to materials wanted for the purposes of manufacture?—Yes, some of that we have a stock of, not for particular orders, but for what we know will be required during the year. Then comes a requisition from a department for any material that they may want for any special orders. If I have not got it in store we have to demand it.

4247. How do you get your stock in the first instance; is it an accumulation of old material?—No, that is part of our capital stock. We buy it. We buy so many thousand tons of coals a year; so many tons of copper, so many tons of spelter, which we know from previous experience the departments will want, and that we keep in our store.

4248. You buy it out of your annual vote?—Yes.

4249. You keep it in store, and deal it out as it is wanted?—Yes.

4250. Is that bought under the Director of Contracts?—That is bought under the Director of Contracts.

4251. (*Mr. Gibb*.) And you requisition for it?—Yes.

4252. That is an annual requisition?—Yes, an annual requisition without its having emanated from a department.

4253. (*Chairman*.) That annual requisition emanates from yourself?—Yes, based on our previous experience.

4254. (*Mr. Mather*.) In consultation with all the heads of departments, I suppose?—I do not know that we consult upon that particular point. I should not consult them as to how much coal I should want, because I have a general stock for all the departments.

4255. But for all metals; you buy pig-iron and all sorts of steel; the requisition for that goes out after the matter has been discussed between you and the heads of the departments?—If I were going to buy a new brand of pig-iron, say, I should consult the department concerned, as to the brand of pig-iron, but I should buy my pig-iron in bulk.

4256. You would buy a general supply year by year that you know you will want?—Yes.

4257. (*Chairman*.) Basing yourself on experience of previous years?—Yes.

4258. Then any new demand which comes from the factories during the year would also come to you, and be initialled by you and passed on to the Director of Contracts?—Yes.

4259. And the Director of Contracts effects the purchase?—The Director of Contracts puts it out to tender, and then refers those tenders to me and asks me whether I will take the lowest tender.

4260. Does he always refer the tenders to you?—No, there are a number of instances where he has not referred them to me.

4261. Is there any understanding that he should refer the tenders to you?—Yes, with regard to certain classes of tenders.

4262-3. Is it by mutual agreement then that certain tenders are not referred?—No, there is no arrangement that I am aware of, but the practice exists.

4267. (*Chairman*.) But the general rule is that he refers all tenders back to you?—He refers tenders back to me, and asks if I will take the lowest.

4268. And if you do not wish to take the lowest, what happens?—He almost compels me to take the lowest tender. I have some instances here which I have had looked up for another purpose. In the first instance, the Department puts forward the names generally of two or three firms that it knows are able to supply the article; then the Director of Contracts generally adds a number of firms to the list, of his own initiative—

4269. Let us get this quite clear. When the requisition goes up to the Director of Contracts, the requisition

goes up with a recommendation that the order should be placed among such and such firms?—Yes.

4270. To those firms he adds certain names of his own initiative?—Yes.

4271. Then the tender is put out?—Yes.

4272. Then it comes back to you?—Yes.

4273. Then, as a rule, if you prefer to take a tender other than the lowest, would the Director of Contracts agree with you?—In some cases if I can specially prove that I must have the special thing from a special man, he will do it; in other cases, instances of which I could show you, he has almost compelled me to take the lowest tender.

4274. How do you say “almost compels” you?—May I give you an instance?

4275. Yes, I should like one; there is a great difference between “almost compels” and “compels”?—Well, here is one for steel. Siemens’ round bars, where Firm A. were specially recommended. This is the memorandum: “Tenders for round steel received, and Firm A. specially recommended. After several references, I was on 17/9/97 practically forced by Director of Contracts into accepting Firm B. or C., on grounds of price.” (This is the statement of the Superintendent of the Carriage Department to me.) “On 27/10/97, I wrote that the bars supplied by Firm B. were totally unfit for axle trees, and strongly urging that the contract be cancelled and placed with Firm A. as previously recommended. The Contract Department, by forcing upon us firms who cannot supply proper material, causes great delays in manufacture, and in the long run increased expense. More than a month was lost in this case in correspondence, which ended in the order being placed with the firm which has now signally failed to execute it.” On 3/12/97, Firm B. wished to send in an annealed bar from rejected supply. I declined, the test results having proved so unsatisfactory. They then offered fresh bars. On February 14th, 1898, they forwarded 12 bars; these were tested, found unsuitable for tubular axle trees, but accepted to be used for other purposes, 22/3/98. Ultimately I received satisfactory supplies from Firm A., the firm I had recommended in the first instance, who delivered the 50 bars between 22/11/97 and 25/11/97.” That took from the 30th July 1897 to the 25th November 1897.

4276. Then you objected in the first instance to the tender being placed with the lowest tenderer?—Yes.

4277. And you finally appear to have given way or to have been overruled?—I was practically forced into it.

4278. (*Mr. Gibb.*) But why did you object to taking the lowest tender?—Because we knew that they could not do the work.

4279. Had you had previous experience of the Firm B.?—We had.

4280. (*Mr. Mather.*) Did you represent that to the Director of Contracts as your reason for not accepting their tender?—Yes.

4281. And after that nothing more was said?—After that the tender was placed with them.

4282. Without any further reference to you?—No, he passed it me with an assurance from the Firm B. that they would supply hammered bars. Then the order had to be cancelled, and ultimately the order went to Firm A.

4283. (*Sir George Clarke.*) The point is, is it not, that in all these cases the things are required for something which we have promised at a particular date, and therefore the time is all important?—Yes.

4284. (*Chairman.*) You say that you were practically compelled to take the lowest tender, and you gave that as an instance, but if you had insisted in your protest, to whom would you have appealed against the Director of Contracts, to the Director-General of Ordnance?—No, I have no appeal at all. I must be guided by the Director of Contracts. I do not think I have ever put a special case up to the Director-General of Ordnance. I generally arrange my own affairs with the Director of Contracts as best I can.

4285. But it would be open to you to bring the matter before the Director-General of Ordnance, would it not?—Yes.

4286. And if the matter were brought before the Director-General of Ordnance, and he supported your objection, the decision of the Director of Contracts would not be final?—No, but that would all mean tremendous correspondence and delay, whereas probably I want the things within a fortnight.

4287. (*Mr. Mather.*) But in such a case would not Sir George Clarke, or some equally competent person, represent you by going to the War Office and seeing the Director-General of Ordnance, who would represent it as a matter of extreme importance that the steel should be of the very highest quality?—Yes, but then you see we have such an enormous quantity of contracts in the year that if we were to do that we should always be at it. There were 2,646 contracts in 1899–1900.

4288. But such a case as that which you have just given us occurs very seldom, does it not?—I have had a good many. These cases were selected for another purpose. Here is another case about bicycle balls. In this case with regard to the balls which we have been using, anti-friction balls for gun mounting turning round, there were complaints of many breakages, therefore the Carriage Department recommended that supply be obtained from Firm D., who supplied the best balls. This tender was put to open competition, and a lot of tenders were received from Firms A., B., C., D., and E. Then the Director of Contracts says: “Have you any remarks to make before I accept Firm B.,” one of whose two offers was the lowest. On 22.12.00 I reply: “We specially require balls which can be thoroughly depended upon: and as Firm B. supply Firm A., their supplies would probably not be such as we require, nor of course would be those of Firm A. Firm C. also has not given satisfaction. Please, therefore, place the order with Firm D., upon whom we can depend.” Then the order was ultimately placed with Firm D. on 3rd January 1901, the demand being 24th November 1900.

4289. (*Chairman.*) Could you tell us roughly out of those 2,646 contracts, how many cases of this kind would arise? We do not want to tie you down to an exact figure, but could you give us a general indication of the percentage?—Such a case very often arises. There are, of course, some things which are special things, which can only be got from one man, but when the order goes out to open tender, I am always asked to accept the lowest tender, and when I have no reason for not accepting the lowest tender, I do so, but when I know from previous experience, or from the previous experience of my Superintendents, that it would not be wise to do that, then I raise objection. I cannot tell you the exact numbers without going into all the cases.

4290. Would it be 10 per cent. of the whole?—I do not know; not so many as that, I should think.

4291. (*Mr. Gibb.*) In the case that you have mentioned, was Firm U. on the list of contractors who you proposed should be invited to tender?—That is going back to the round steel case?

4292. Yes. You, as I gathered, agreed to a certain list?—No, on that occasion we especially recommended Firm A.; he was the only man we recommended, but when the Director of Contracts put out the tenders, he put them out to Firms C., B., A., and five other firms.

4293. You practically said that nobody should be asked to tender but Firm A.?—Yes, in that particular case.

4294. (*Mr. Mather.*) The fact is that you wanted Firm A.’s steel?—We wanted Firm A.’s steel.

4295. (*Sir George Clarke.*) But the reason of our pressing for Firm A. on that occasion was that we had to deliver these things at great speed. They were for field carriages which were wanted in a hurry, and therefore we could not stop to make experiments with firms that we knew could not do the work?—That is so.

4296. (*Chairman.*) You would only know of the unsatisfactoriness of these other contractors through previous experience of their work?—Through previous experience of their work, or through a knowledge of what their work was in their shops.

4297. How would you get a knowledge of what their works were in their shops?—By visiting them.

Col. E.
Bainbridge,
C.B., R.A.
13 Feb. 1901.

Col. E.
Bainbridge,
C.B., R.A.

13 Feb. 1901.

4298. Is that part of your functions?—We are allowed to do so, and we do so to a great extent.

4299. Is it laid down that you shall do so?—I am not forbidden to visit them, therefore I can, and it is part of my duty.

4300. Whom do you send to visit works for you?—If it is connected with machinery, the Chief Mechanical Engineer or one of his assistants. In other cases the head of the department, or one of his experts, would go. The Superintendent of the Gun Factory was away visiting works for some time to find out their capacity.

4301. I think we have rather derived the impression from other evidence which has been given to the Committee, that, though the departments do send occasionally to satisfy themselves as regards the capacity of the contractors, it is not part of their regular business, that they have done it more or less *sub rosa*, and that in fact objection has been taken to it, but I gather from you that it is part of your normal functions?—No, I do not say that there was a paper concerning it, but no objection was taken to my visiting works.

4302. Or to your officers visiting them?—Or to my officers. In fact it is a recognised thing, because the Director of Contracts asked me if I am visiting these works to let him know, so that he may be able to send a man with me, and I replied that I would whenever I could.

4303. (Sir George Clarke.) That means that it was only recognised as part of your rights recently?—We always did do it.

4304. (Chairman.) And nobody has objected?—Nobody knew, but I was asked to produce a paper why I was visiting certain works, and I replied because I could not be up to date unless I knew what was going on, that it was part of my business to visit works for the purpose and when this went to the Director of Contracts, he then said that he agreed, and he only asked me if I did visit these works to let him know, so that he might send somebody down too.

4305. (Mr. Beckett.) Do you find that the Director of Contracts often supplies you with the names of fresh firms?—I do not know what his list is. Supposing I send three names up, tenders may come back from six or seven more.

4306. Have such firms who have been recommended to you by the Director of Contracts subsequently turned out to be valuable people, or have contracts been placed with such firms as you have not been previously acquainted with?—I do not think so.

4307. (Sir George Clarke.) Practically we get information of all the firms who are likely to do our work?—At the beginning of the year, just when the war was breaking out, I wanted to get a lot of new firms in, and the Chief Mechanical Engineer and his assistants went round most of the works in England, and drew up a voluminous report saying what each man could do.

4308. (Mr. Beckett.) That was done from your department?—From our department.

4309. (Chairman.) But as a rule there is no co-operation between you and the Director of Contracts in making out the list of firms who supply the particular articles which the manufacturing departments may require?—No, I have my own list, and he makes additions to that list himself.

4310. But he does not communicate to you or discuss those additions with you and have a common list?—No, not until it comes down in the form of tenders.

4311. You do not know anything about the men that he places on the list till the tenders come down to you?—Not necessarily.

4312. He does not communicate with you about placing men on the list?—He occasionally inquires what I know of a firm, and also occasionally informs me that a firm has been placed on the list, but I do not know his full list.

4313. Do you ever recommend to him a man to place upon his list?—Yes.

4314. And does he accept that recommendation?—Yes, he would not hesitate for a moment to put a man on the list if I recommended him; at least I should think not.

4315. It comes to this then, that he has a list to which he makes additions that you suggest, and to which he also makes additions which you do not

suggest, and of which you know nothing?—Nothing, or very little.

4316. (Sir George Clarke.) Sometimes we know, and sometimes we do not know?—Yes.

4317. (Sir Charles Welby.) I suppose the contract is actually placed sometimes with a firm which he has placed on the list which has not previously been brought to your knowledge?—Yes, if we know sufficient of the firm to think they can do the work.

4318. (Chairman.) Then he does sometimes add to the list, does he not, some names of firms who may be useful?—Yes; his business of course is to get as many firms in as possible.

4319. To widen the area?—Yes.

4320. That I suppose is a useful business?—A very useful business; we do not want to exclude firms at all if we know that they can do the work. All we object to is the delay that occurs if we buy material which turns out afterwards to be waste. We spend a great deal of labour and work on this, and a lot of money, and then when we come to the finished article, or the nearly finished article, it is rejected.

4321. In fact it comes to this, that there is steady pressure on the part of the Director of Contracts in the direction of accepting the lowest tender?—Yes.

4322. (Mr. Beckett.) Before finally placing a tender with a firm that is not recommended by you, does the Director of Contracts consult you in anyway?—Yes, he consults me, but he does not always act on my protest.

4323. (Chairman.) And you never carry your protest up to the Director-General of Ordnance?—I do not think I have ever done so; I do not know whether it has been done by my predecessors.

4324. It would be open to you to do so?—Yes, but as I said before, the element of time comes in very much.

4325. (Sir Charles Welby.) The result of disregarding your protest is sometimes delay in time and unsatisfactory quality?—Yes, but supposing I went up and on paper protested to the Director-General of Ordnance against the Director of Contracts, what terms should we be on after that?

4326. (Chairman.) I suppose you would be on the terms of two people working together with zeal for the public service?—I do not know what a man's feelings would be after you have reported him to the chief of your department. We try and work together as much as we can.

4327. (Mr. Mather.) You mean that it would be a very strong matter?—A very strong matter: I feel that he ought to give way to my protest himself without that. I do not say that he does not very often do so; I only say that he does not always do so.

4328. (Sir Charles Welby.) In the great majority of cases he would defer to your protest?—Yes.

4329. (Chairman.) Are you generally dissatisfied with the delay in getting the material through the Director of Contracts?—There must be delay if you come to think of it. In the first place, having got our specifications and things out, we have to send the requisition to him; it takes two days going through the two registers. Then he puts out the tenders.

4330. Which two registers?—Our register here and the War Office Register. Then it comes back through those two registers; sometimes the contract is not placed for two months, but I think the average time is about a month.

4331. When you say that the contract is not placed, does that mean that the tenders are not put out?—No, it means that the order is not given to the firm. I was looking into the matter yesterday, and I should say that the average time is about a month.

4332. What is the delay which takes place before the Director of Contracts calls for tenders?—I do not know what he does up there of course. I suppose he calls for tenders at once; then they have to give the firms a certain time to tender in.

4333. But the time that you have to give the firms to tender in could not be shortened; the only waste of time it seems to me under this system is the necessity for your going up to the War Office Register, and then the War Office Register returning it to you?—Then comes the consideration of the tenders here.

4334. When they are sent down?—When they are sent down; because they send down a lot of firms that

we do not know anything about perhaps, and we have to make inquiries about those firms before we can say whether we will accept the lowest tender or not.

4335. (*Mr. Gibb.*) That you would have to do in any case if the tenders were returnable to you?—If the tenders were returnable to me I should only have issued the tenders to those firms which I knew could supply, and there would be no inquiry to be made afterwards.

4336. (*Chairman.*) You would only issue them then to a limited list, but the general desire being to have as large an area of supply as possible, you would probably have to increase your list in that case?—We should have to increase our list, and we often do. We give firms trial orders.

4337. Then the same delay would arise as regards the careful examination into the tenders when they were returned to you?—No, because if I put down three names for a particular thing, I should give it to one of those three, but in the meantime I might be giving trials to other firms, so that next time I might have five.

4338. And that process might go on almost indefinitely; you might come to have 15?—Yes, but all the men I had on my list would be good men, and I should be making inquiries all the time to increase my list.

4339. When you had your larger list, and the tenders were returned to you, although all the men might be good men you would still be some time considering which tender to accept?—No, I should then take the lowest tender.

4340. Would you take the lowest tender without hesitation?—Certainly.

4341. (*Mr. Mather.*) That is to say, from anyone of the firms that you approved of?—Yes.

4342. Supposing that tenders come down from the firms that are added by the Director of Contracts, and one of them is lower than that of any of the firms whose names you are familiar with, would you rely on that tender being executed, assuming it to be given by the Director of Contracts, with the same faithfulness and accuracy as it would be by one of the firms whose names you had given?—No.

4343. How would you check the execution of the contract, according to your specification, on the part of that firm whom you did not know, but whose tender happened to be lower than that of the firms you did know?—I should, as a rule, protest against their having the order until I knew something more about them—until they had had a trial order.

4344. Because you would not have confidence in your specification being thoroughly worked up to?—No, I do not think that specifications can be made sufficiently binding for that.

4345. There is always a latitude for a man to avail himself of in making one part which may not appear important to him weaker than you like?—Yes.

4346. (*Chairman.*) But your difficulty would be got over to a great extent, would it not, if no firm was placed on the Director of Contracts' list without your previous assent?—Yes, that would meet it.

4347. Then with regard to the execution of orders when they are given, is there much delay about the delivery of articles?—Terrible delay, as a rule. That is of course the fault of the firms.

4348. That is a thing I am afraid that everybody who orders articles in this country is exposed to, not only the Government?—Yes, but of course in some cases the delay is simply because a man has tendered and has not got the plant for executing the work at all. I have one case here, about steel sheets, the tenders were not passed to the Royal Carriage Department to see, and the first intimation that anything was wrong was the rejection of the articles. We did not specially name any maker, so far as I can see, for them, and the order was placed with a firm we knew nothing about. I wrote and asked the Director of Contracts to cancel the order and to obtain the sheets elsewhere, at the firm's request, because it could not supply them.

4349. (*Sir George Clarke.*) And he admitted he could not supply them?—Yes. After two months of correspondence the contract was cancelled at the request of that firm.

4350. (*Chairman.*) Then assuming that you were consulted about the list of contractors and that you really had the determining voice as to what contractors should be placed upon that list, the delays owing to that particular difficulty of a contractor having been given an order, when he has not the proper plant, would be done away with?—I should think so.

4351. You would still be left with those delays, which I am afraid cannot be avoided, which are ordinary trade delays?—No doubt.

4352. (*Mr. Mather.*) Have you any power at all over those delays by sending your own people round, competent persons to represent the case to the manufacturer?—I have no power of fining contractors for not complying with the contract.

4353. (*Chairman.*) Do you send down a man to stand over an order and supervise it?—I have no power to do that. I think Sir George Clarke has done it sometimes. In a case of great pressure, like war pressure, when it is absolutely necessary that we should have articles, we have sent round to see if we could expedite them.

4354. There would be no difficulty in your doing that if you had sufficient staff?—No.

4355. As regards fines you have no power?—No.

4356. You make a recommendation?—I state the delay, and it rests with the Director of Contracts to decide whether he will enforce the fine or not.

4357. Do you think that his general policy with regard to enforcing fines is sufficiently rigorous, or do you think that fines should be enforced with greater severity?—From personal knowledge I cannot say, but I gather that the infliction of fines is hardly ever imposed.

4358. It is an extremely difficult thing to do.

(*Mr. Mather.*) And is hardly ever done in any business.

4359. (*Chairman.*) If you were to inflict fines rigorously every time, would you not simply have prices put up against you?—Yes.

4360. And about purchasing in default, you state that occasion has arisen for purchasing in default?—Yes, we have purchased in default, and then the Director of Contracts has to recover the money from the other firm, but that is always a difficult process.

4361. But if a change were made, by which you would have a voice in determining the contractors who should be on the list, a considerable part of your difficulties would disappear?—Yes, that is to say, if the Director of Contracts were to propose certain firms for the list and not to put them on the list unless I approved, that would reduce the delays, because, if so, we could accept the lowest tender straight away when it came.

4362. Would such a proposal as that meet your views to a great extent, and place the system upon a satisfactory working basis?—Well I would rather have the power of purchasing to a greater extent than calling for tenders to a greater extent. At present I am allowed to place orders up to the value of 25*l*. I would be glad to see that limit increased, I think it would save a great deal of correspondence and trouble.

4363. What would your idea of a limit be?—I have got a table here showing the number of contracts, made for me by the Director of Contracts, this is for the last completed year, 1899–1900; out of a total of 2,646 contracts, he gave out 629 contracts of 25*l*. or under.

4364. (*Mr. Gibb.*) What are those contracts for?—I have not got that in detail.

4365. (*Chairman.*) They would be for material?—They would be for material and small things.

4366. (*Mr. Mather.*) Small fittings, I suppose, of all kinds?—Yes; now if you were to bring me up to 500*l*. I should have 2,231 out of 2,646. If you were to give me a limit of 250*l*. I should have 1,998 out of 2,646.

4367. 2,646 being your total?—Yes, for that particular year.

4368. (*Chairman.*) That would leave about 648 orders to be dealt with by the Director of Contracts?—Yes.

4369. What would be the money amount, supposing the limit was increased up to 250*l*., what would be the proportion of the total amount of money with which you deal that would then be within your own

Col. E.
Bainbridge,
C.B., R.A.
13 Feb. 1901.

Col. E.
Bainbridge,
C.B., R.A.

18 Feb. 1901.

disposal?—About 130,000*l.* of these 1,998 orders as compared with 1,250,000*l.* on the remaining 648.

4370. (*Mr. Mather.*) Do you know the total annual money value of contracts now given under 25*l.*?—I am limited to 4,000*l.* for special purchases made under special authority at will. In addition there have been contracts under 25*l.* in value, made by the Director of Contracts for me to the amount of about 11,000*l.*

4371. (*Chairman.*) Supposing that your limit was advanced from 25*l.* to 250*l.*, would that satisfy you?—That would be a great improvement.

4372. (*Mr. Beckett.*) And up to 500*l.*, still greater?—Yes.

4373. (*Chairman.*) And no restriction at all would be best of all, you consider?—Well, that would be best of all, but of course there are certain difficulties about it. Under the present system the Director of Contracts has a responsibility. This is how I put it: "The system proposed by the Royal Carriage Department would require skilful and careful management on my part to obviate charges of making monopolies or aspersions of another sort." All that onus would come on me.

4374. I think that is a very valuable point. As it is the onus comes not on the Director of Contracts but on the Financial Secretary, whose officer he is, and who can defend himself in Parliament?—Yes.

4375. If it came upon you it might surround you with an atmosphere very unmerited, but still a very unwholesome atmosphere of suspicion, and a great deal of your time might be taken up in having to answer questions that might be directed to you from Parliament?—That is the one objection that I can see.

4376. (*Mr. Gibb.*) And if you got a voice in the selection of firms you would apparently get practically what you want?—Well —

4377. (*Chairman.*) Supposing you got a voice in the selection of tenderers for the list, plus an increased limit of unrestricted purchase, you would feel very comfortable?—Quite so.

4378. (*Mr. Gibb.*) But even without an increased limit, would you not?—I should like very much to have an increased limit.

4379. (*Mr. Mather.*) That is for convenience of manufacture?—Yes, and I do not think I should have any trouble about that sort of thing if I had it.

4380. (*Mr. Gibb.*) Do not you think you would be better without an increased limit if you had a voice in the selection of tenderers, because you would then get rid of all the trouble of placing the contracts, and get rid of the objections that you have alluded to in your memorandum there?—Well, I do not know.

4381. (*Sir George Clarke.*) Supposing you have no power beyond the 25*l.* limit, and you want, as you frequently may want, to buy a thing at the price of 26*l.*, surely it is a great nuisance in a hurry to have to invoke all this formal machinery when you know you can get the thing at once?—Oh, yes.

4382. (*Chairman.*) Supposing that the limit were extended, who would actually effect the purchases?—We should issue tenders from here just as the Director of Contracts does from the War Office, and as soon as the tenders were received I should refer to the department concerned, and ask them if they agreed to accept the lowest tender. If they said Yes, we should give the order at once.

4383. You would substitute yourself for the Director of Contracts as regards those purchases?—Yes.

4384. Yourself, personally, not any particular officer under you?—My Civil Assistant, Mr. La Brooy, would be the man who would do it.

4385. Who effects purchases for the articles under 25*l.*? I suppose they are not by tender; you send out and buy them?—Some of them are by tender; in other cases we may buy them; that is done by our Store Branch, which is under Mr. La Brooy. He is the head of the Clerical Staff here, and he has under him Stores, Finance, the Work Accounts, and Pay—four branches.

4386. He has no expert knowledge of materials?—No.

4387. He is not an expert buyer in any sense?—No.

4388. The expert knowledge would be supplied by the department which frames the specification and the

order, and who would inspect the goods whenever they are received?—Yes.

4389. But the same work which is now carried on in the Director of Contract Departments, would be transferred here?—Yes.

4390. (*Mr. Mather.*) But Mr. La Brooy, I presume, without having technical knowledge, is well acquainted with the sort of articles that you want from year to year in your manufactures?—Yes.

4391. And better acquainted than anyone on the staff of the Director of Contracts?—Yes. Things that come in are inspected by the departments for whom they are intended.

4392. And he becomes acquainted with the names of the things and the things themselves?—Yes, and with the firms from whom they come.

4393. (*Chairman.*) But he has no technical knowledge; he could not tell you whether a piece of steel was a good piece of steel?—No.

4394. (*Sir George Clarke.*) But he is in personal contact with the superintendents who see the articles?—Yes, but he would not give an opinion as to the quality.

4395. (*Chairman.*) He is no expert?—He is no expert.

4396. Mr. La Brooy manages all your clerical work, does he not?—Yes.

4397. Is he your accountant?—Well, he has got the Account Branch under him, yes, he is really my accountant; but, as I say, I am divided into four different branches, each under a staff officer, and all under Mr. La Brooy, who is under me.

4398. He is your sort of civilian under secretary?—Yes, he is my Civil Assistant.

4399. Then, if you wanted information as regards the progress of your vote, and where your expenditure stood at a given moment, Mr. La Brooy would be called upon to furnish it to you?—Yes.

4400. And he would furnish you with that information?—Yes.

4401. Then, as regards the audit of your expenditure here, how is that conducted?—There are two audits here; they are both what are called test audits. This is the book of our accounts that is submitted to Parliament, which is very voluminous (*producing the same*). There are two auditors here, one is the auditor of the Comptroller and Auditor General, the other is the auditor of the Accountant General.

4402. The auditor of the Accountant-General is the officer who helps the Secretary of State to discharge his responsibility for seeing that he expends the money upon the objects for which it is voted. The representative of the Comptroller and Auditor General, who is a purely parliamentary officer, stands outside; he can come down and ask for any information, and make a test audit whenever he likes for the purpose of satisfying Parliament; but it is the other Accountant-General who exists for the purpose of satisfying the Secretary of State?—The Financial Secretary.

4403. The Accountant-General under the Financial Secretary?—Yes.

4404. The Secretary of State is the man who is responsible in the last degree?—Yes. Of course the local auditor does more than audit; he wants to know a great many things; he wants to know why we work on piece-work, &c.

4405. Are you now speaking of the audit of the Comptroller and Auditor General?—No, the audit of the Accountant-General; he is termed the local auditor.

4406. His duties are not only those of what we may call strictly audit, but of seeing that you spend the money according to the regulations?—More than that; he wants to know why on a particular work we are not working on single piece-work, but on gang piece-work, and all that sort of thing.

4407. Are there certain limitations laid down that you must work in certain cases on piece-work and in other cases not on piece-work?—No, that is left to me as administering the factories—to me and the superintendents, and I do it the best way I can, but he criticises it.

4408. (*Mr. Mather.*) But the cost books of the establishment would be under the supervision of the local auditor?—Of both auditors: they are constantly in

here; they ask questions, and they go up and see my books in the room upstairs.

4409. They know where to refer for the cost of everything that is produced here in labour, materials, and fixed charges, everything that goes up to make the cost?—Yes, they have or can have entire knowledge of it.

4410. (*Mr. Gibb.*) But you have the cost books, they do not keep them?—No, they do not keep them.

4411. (*Mr. Mather.*) That is a regular part of your office?—Yes, but if you want to go into accounts Mr. La Brooy can give you better information than I can.

4412. (*Chairman.*) Yes, I only want general information from you, and will ask him about particulars?—If you please.

4413. (*Mr. Mather.*) You satisfy yourself from time to time, I suppose year by year, that so far as manufacturing is concerned, your establishment is maintained at the highest possible efficiency and economy?—Yes, that is one's constant business; I myself and the superintendents are always at it.

4414. And are you satisfied yourself that economy is regarded by all your staff?—Yes, we are always trying to economise, trying to lower prices, trying by improving our machinery to get things done at a lower rate.

4415. And you compare from time to time the cost of certain things, one year with another, and find whether you are moving in the right direction, either as regards efficiency or economy?—Yes, and if I do not do it I am soon let know, because the War Office want to know why my price is more than the trade price. They often ask me questions.

4416. Do you maintain a record of your own prices, so that you can immediately answer a question when it is put to you?—Yes.

4417. (*Sir Charles Welby.*) Are not the trade prices rather checked by your prices than the converse?—The trade prices vary. It is a good thing to be a Government contractor; in some cases their prices are below what we can possibly touch, but what their reason is for taking things at such prices I do not know. In other cases, and in a great many cases, our prices are much lower than theirs, and if our prices were not lower than theirs, their prices would of course still go on getting higher and higher. The fact that you can get things from the Ordnance Factories at a certain price brings them down to a limit.

4418. (*Sir George Clarke.*) In gun-making, for instance, is there not a great economy in our prices as compared with trade prices?—Unfortunately we are not allowed to make steel, and therefore we have to buy it. There are only a certain number of steel makers in England. I would not say that they form a ring, but certainly their prices are very great and very similar, and steel has gone up of course since the days when we made steel. I think if we made steel here probably their prices would come down lower.

4419. And as a matter of fact influences are brought to bear against our making steel?—Yes.

4420. (*Mr. Mather.*) Have you any steel foundries here?—Not for guns, for shells we have; the trade did not object to that, but they did object to our making forgings; we buy the steel of them and then forge it ourselves.

4421. (*Sir George Clarke.*) If you tried here at all to enlarge your boundaries with a view to increasing production and to lower prices, the trade generally would combine to stop it?—I hesitate to answer that question because it was a question before Sir Francis Mowatt's Committee, which I believe was a confidential paper.

4422. But evidence has been given on that point?—I know it was trade influence of course that took away my steel foundry, and there was the forging question, too.

4423. (*Chairman.*) I supposed that is a matter of policy, and it is settled as a matter of policy whether the Ordnance Factory should be developed to a great extent, or whether it should be developed to a limited extent, and that for the rest of our wants we should rely upon the trade of the country?—Yes, I think so. At the

present moment trade is full up and you cannot get things from the trade, and therefore we are hard worked, but I believe the future policy (whether it is a wise one is not for me to say) is to be that we are to be limited in our supply, and the trade of the country is to be encouraged, that is to say, if they can get things from them.

4424. (*Sir Charles Welby.*) I suppose you will admit that it is sound policy that factories like these should not be running at full pressure in normal times, so that they would not be capable of dealing with any sudden emergency?—Certainly.

4425. (*Sir George Clarke.*) But you do not think that the factories should be hampered in any way in improving their plant in order to give the trade an advantage over them?—No, not in improving their plant.

4426. (*Sir Charles Welby.*) Sometimes it is necessary in order to induce firms to lay down extra plant to give them some sort of guarantee of continuity of orders?—I know that sometimes firms complain that they do not have continuity of orders, that they have to lay down extra plant and then are not sure of getting orders.

4427. And if extra plant were laid down here with the result of taking work away from the trade, they would complain still more?—No doubt.

4428. (*Chairman.*) With regard to enlarging machinery and effecting economies, I suppose you are generally advised by the Chief Mechanical Engineer?—Yes, it is his duty to advise me on such points.

4429. And his knowledge, I suppose, is of considerable assistance?—Yes, he has two assistants.

4430. And is their time pretty fully occupied?—It ought to be.

4431. There is work there for them to do?—There is full work for them to do; they draw up the specifications and that kind of thing, and they consult with the superintendents of departments.

4432. (*Mr. Mather.*) Specifications for what do they draw up?—For machinery.

4433. That is to say, machine tools and appliances for the workshops?—And for any new machines that we want to buy.

4434. That you want to use for the purpose of manufacture?—Yes.

4435. (*Chairman.*) What are your relations with the Inspectors of the Inspection Department?—The Inspector only passes the finished article. So far as gun-steel is concerned the Inspector tests the forging when it is ready, that is to say, he tests one forging at the steel works when it is in a soft state, before it has hardened; it then comes down here, and we have practically bought it, and then it is hardened and rough bored and certain work done on it, and then he tests it again to see whether it is fit to go into the gun, and he then accepts it or condemns it.

4436. Is the Inspector under your orders?—No.

4437. Under whose orders is he?—He is under the Director-General of Ordnance: Colonel Hadden is Chief Inspector at Woolwich.

4438. The point I want to get at is this: is he quite independent of you?—Yes, quite.

4439. (*Sir Charles Welby.*) What is the position of the Chief Mechanical Engineer in regard to you; is he immediately under you?—Yes; there are three branches of my general office, as you will see from this paper (*handing in the same*).

4440. Then where do the factories come in, under one of these three branches, or separate?—They are quite separate; there are three branches of my central office.

4441. What other duties has the Chief Mechanical Engineer besides those you have told us of?—They are all set out in that paper.

4442. (*Mr. Mather.*) Could you let us have a copy of that sheet?—Yes.

4443. You would give him anything to do that you thought proper in addition to what is prescribed in this paper?—Yes, but still, after all, there is especial work there; he has to see about the feed of machines, and all sorts of things. He has plenty to do in that way.

4444. (*Chairman.*) He has plenty to do?—Yes.

Col. E.
Bainbridge,
C.B., R.A.

18 Feb. 1901.

Col. E.
Bainbridge,
C.B., R.A.

13 Feb. 1901.

4445. (*Sir Charles Welby.*) With a view to securing economical working in the workshops?—In the factories.

4446. And are his functions in that respect in your opinion valuable in their results?—The thing is that of course to a certain extent he takes the responsibility off the Superintendents. It is a question whether the Superintendents should not be self-contained, and do that sort of work themselves; that is a matter of policy which I am not consulted upon.

4447. He acts more or less as an outside check on the work of the different departments?—Yes.

4448. (*Mr. Mather.*) But you can employ him on any work that you think proper in addition to those duties?—Yes, any work suitable to a Mechanical Engineer.

4449. But his duties under that description would be to take care that all the machine tools in the various workshops were doing their work efficiently as to speed of production, and also to recommend to you the supply of other tools, to throw out old tools, and put in new ones which might do the work better?—That is a little duplication. I should look to the Superintendent to do that. I should hold him responsible to look after his tools and that sort of thing.

4450. (*Mr. Gibbs.*) In certain matters the Chief Mechanical Engineer superintends the Superintendents?—No, he is supposed to assist and advise.

4451. (*Sir Charles Welby.*) He is supposed to assist you as head of the whole department?—Yes, and to advise and assist the Superintendents.

4452. (*Mr. Mather.*) He is a sort of advisory Mechanical Engineer?—Yes.

4453. But he has no executive functions?—No.

4454. (*Sir Charles Welby.*) Supposing anything went wrong with regard to labour questions, and it was proved that the men were not working as economically as they might, who is responsible—the head of the factory concerned?—The head of the factory concerned.

4455. Would it be the duty of the Chief Mechanical Engineer to ascertain any such thing?—Yes, and if he ascertained it, it would be his business either to inform the Superintendent or me if he thought right.

4456. If the Superintendent did not agree with him, it would be his business to report the matter to you?—Yes.

4457. And there his responsibility would cease?—Yes, there his responsibility would cease, and it would come on me.

4458. (*Mr. Mather.*) Labour questions, in the first instance, would be dealt with by the Superintendent of the Department?—I am not quite clear what you mean by labour questions.

4459. A question of wages, say of the men, that would be dealt with by the Superintendent?—That would be dealt with by the Superintendent according to his powers. His powers and my powers are limited.

4460. And discharging and taking on of men?—That is done by the Superintendent.

4461. The Chief Mechanical Engineer has nothing to do with those questions?—Nothing.

4462. Would the Superintendent of each workshop be responsible for recommending to you that some tool was becoming unfit for its work and was already obsolete, and that a new tool had been brought out for the purpose of doing the work better and more economically; would the suggestion for such a change come from the Superintendent, in the first instance, or from the Chief Mechanical Engineer?—The Superintendent would either, if he had the power, which depends upon what the tool was, get the tool himself, or if he determined that I should have to purchase it, he would send it up to me and I should refer it to the Chief Mechanical Engineer for his advice.

4463. But the Superintendent himself has no power to buy a tool; he has to report it to you?—It would depend upon what it is.

4464. (*Sir George Clarke.*) We are making tools every day ourselves?—Yes.

4465. (*Mr. Mather.*) Say a new machine to be bought outside?—That would, of course, have to come through me, and then it goes to the Chief Mechanical Engineer, who advises me on the subject and in conjunction with the Superintendent draws up the specification,

4466. There is where the Chief Mechanical Engineer comes in?—Yes.

4467. (*Mr. Gibbs.*) The Chief Mechanical Engineer is practically your officer for supervising the various factories, is he not?—No.

4468. His duties are these, are they, "The Chief Mechanical Engineer gives such advice and assistance as he may deem necessary, or may be asked for by the Chief Superintendent, or by the Superintendents of Factories, on all matters relating to the introduction, extension, improvement, and maintenance of all machinery and appliances in the Ordnance Factories," and so forth?—Yes.

4469. "And advises generally as to the most economical methods by which the work can be carried out"?—Yes.

4470. That reads to me as if he were an officer under your superintendence, on whom you rely for advice as to any matter within the factories?—For advice with regard to machinery.

4471. And wages?—Yes, and anything connected with it he would advise me upon, but he has no power over the Superintendents; he cannot go to a Superintendent and say, Do this, or Do that; he can only advise me.

4472. That is what I say; he is really your officer, who has to advise you as to machinery within the factories?—Yes.

4473. (*Mr. Mather.*) He superintends the entire organisation of the manufacturing plant of the factories in the sense of examining it and reporting upon it if it is not doing its work efficiently in any department, and receiving from superintendents of departments certain requests they may have to make to improve their plant?—Yes, he has free access to the shops to tell them what he likes, but of course we rely upon our foremen and managers to a great extent to know that the machinery is in proper order, and also upon the superintendents.

4474. But they would naturally consult with him over those questions?—Yes; they would report to the Superintendent, who would either take the advice of the Chief Mechanical Engineer or come to me, and I should take his advice.

4475. It would not necessarily come to you through the Chief Mechanical Engineer?—Not necessarily; it may come straight from the Superintendent.

4476. (*Sir George Clarke.*) There is only one question that I want to get clear on the evidence, that is to say, that all responsibility for delays in the output of work here would be visited on the factories—that delays in promises made here would be visited on the factories?—It would be visited on my devoted head first from the War Office. I cannot give the factories away and say, "That is all the fault of the department." The responsibility comes upon me.

4477. And that is the reason why you wish as far as possible to check any delay arising, as they frequently do, in the supply of materials?—Yes.

4478. So that you cannot be held to the date that we give unless you have adequate control over the materials out of which the things were made?—No, I often have to say I am very sorry I cannot keep my promise in this case, because I cannot get the things out of the contractors.

4479. (*Chairman.*) Then the responsibility falls upon the contractor and not upon you?—The onus of it comes really upon the Ordnance Factories. People say, "Look at the Ordnance Factories; you cannot get anything out of them."

4480. (*Sir George Clarke.*) And there is not on your part or on the part of any of us any wish to restrict competition in the supply of materials, but it is really that we do not like to be committed to people who have no reason to think can carry out our work?—It is just the opposite; we do not want to restrict competition, we want to throw it open as much as possible.

4481. And also it is our object to take the lowest tender whenever there is any reasonable hope of getting the thing done?—Quite so, because it affects our price.

4482. (*Mr. Gibbs.*) In all cases where tenders have to be taken, do you see much advantage in your taking the tenders instead of the Director of Contracts taking them, quite apart from the question of the limit of

amount?—There would be this advantage, that I should know exactly what was going on. As I stated before in the early part of my evidence, we should not have to deal with men that we knew could not supply.

4483. But assuming that you had a voice in the settlement of the list of tenderers, and had acquiesced in the list, do you see any advantage in the mere act of sending out the invitations, and dealing with the tenders after they come in being transferred from the Director of Contracts Office to yours?—I think it would be a question of time.

4484. It would only be the delay involved in your sending up the requisition to the Director of Contracts, instead of sending out the invitations to tender from this office?—And then the further delay of his sending down the tenders to me to know whether I will accept them, and my sending them back to him to say I will.

4485. But I understood you to say that if you had acquiesced in the first instance in the list of names to be invited to tender, you would always accept the lowest tender?—I could not allow the Director of Contracts to accept the lowest tender without reference to me, because something might have occurred in the meantime which would be an important thing, and you would have to look into it; so it would have to come here to be considered.

4486. Then it is only just the question of a double reference?—Yes.

4487. It would be a question of a delay of a very few days?—My average time I tell you is a month, and we often get three months if there is any argument over it.

4488. But supposing you had yourself the duty of getting in tenders, do you think that you could get the contract placed really in a less average time than a month?—Yes, I think so.

4489. You would have to do the work quicker, that is at present done by the Director of Contracts, which occupies a certain amount of time?—I should only have to deal with my own contracts, not with what the Director of Contracts has to do; look at his list; think of the enormous number of contracts he has to deal with.

4490. (Chairman.) That depends upon his having an adequate establishment?—Yes.

4491. (Mr. Gibb.) It strikes me that if you took that duty, you would be taking a duty that does give rise to a good many questions that might place you in a difficulty for very little advantage, because, if you had practically a voice in deciding on the list of firms, the only inconvenience you would suffer by passing the order through the Director of Contracts is the slight delay that occurs in sending it up to his office, and his sending the tenders back to you?—Supposing in one particular instance I was not prepared, although the man was on the list, to accept the lowest tender, then I should be able on my own responsibility to go to another man, whereas at present I have to give my reasons and explain the whole thing.

4492. (Chairman.) But that would not often happen if the list had been made out before?—It ought not to happen often.

4493. (Mr. Gibb.) But if for a particular object you wanted to buy Firm A.'s steel and Firm A.'s steel only, one does not see that you would have any difficulty in buying Firm A.'s steel?—I have given you a case where it was actually Firm A.'s steel that I wanted when I could not get it—I read it this morning. Firm A.'s specially recommended, and the order goes to Firm B.

4494. But it may have been that you recommended Firm A., but were perfectly content to take any steel according to the specification?—No, I think if I specially recommended a firm, the Director of Contracts ought to take it as good and give it to that firm, but I do not often specially recommend a firm.

4495. (Mr. Mather.) In that particular case which you quoted, the name of Firm B. was not on the list you had acquiesced in?—No, certainly not; we recommended Firm A. only; then there came down tenders from Firms C., B., and A.

4496. (Mr. Gibb.) Was that a case where you wanted Firm A.'s steel, and Firm A.'s steel only, do you remember, or was it that you wanted a high class of steel?—We knew that we could rely upon Firm A.;

the order was very pressing, and therefore we thought the wisest thing was to go to Firm A., who we knew would give us what we wanted.

4497. Then it was not a case where it was Firm A.'s steel and Firm A.'s steel only that you wanted?—No, this was a case where we knew we could get the steel we wanted from Firm A. in the time we wanted.

4498. But I suppose that Firm C. could supply steel of equally good quality?—He might or he might not; we were not certain that we should get the quality of steel that we wanted from him.

4499. Does not that arise from your not having had sufficient experience of them?—We had large experience of Firm C.

(Sir George Clarke.) We have had more experience with Firm C. than others; they could not have done it in that particular time.

4500-1. (Mr. Gibb.) But there ought to be no difficulty in a case of that sort, when you want a particular article, in your getting it?—I read you another case this morning.

4502. (Mr. Beckett.) Supposing that your limit were raised, and, therefore, your purchasing power largely extended, do you think that in the event of sudden pressure, your knowledge of contractors would be sufficiently extensive to enable you to deal with them as well as the Director of Contracts?—I should say that my knowledge of contractors was infinitely more than that of the Director of Contracts, who has no technical knowledge.

4503. And you are continually taking care to keep your knowledge of the contractors up to the mark?—Yes.

4504. (Sir Charles Welby.) You mean more with regard to what they could do?—Yes.

4505. (Mr. Beckett.) You are just as well acquainted with the state of the markets in relation to the particular things that you want as the Director of Contracts?—Yes.

4506. (Mr. Mather.) Is it not the fact that you maintain now a familiar acquaintance and touch with the sources of all the materials that you require to manufacture here in the market?—Yes.

4507. You do not rely upon the Director of Contracts furnishing you always with information that you require about the sources of the materials that you have to manufacture?—No.

4508. You keep up through your own staff a running connexion with the sources of supply?—Yes.

4509. So that you always know where you can rely upon obtaining any article that you want?—Yes.

4510. That will apply also to all articles in the shops, new machine tools, and conveniences of all kinds that come out from time to time?—Yes; that the Chief Mechanical Engineer is always busy about—inquiring as to the latest machines, the latest tools, and everything of the sort.

4511. What I want to get at is that the office of the Director of Contracts, who finally orders everything for you above 25l., does not relieve you of the duty of keeping up to the very latest date with all the appliances, both in the form of tools and in relation to the factories?—No.

4512. With reference to cost; do you take any notice whatever in your cost-books of capital account?—Yes.

4513. Do you charge any interest on capital account before taking out final cost?—Yes, depreciation on buildings and machinery.

4514. Therefore you know what your capital account is here?—Yes.

4515. And you depreciate that account on the usual business lines?—Yes, 5 per cent. on buildings and 10 per cent. on machinery.

4516. Who determines whether you shall supply a new appliance or tool in your shops for your manufacturing purposes, manufactured by yourselves, in preference to its being bought out in the market?—We decide ourselves; a Superintendent may put down

Col. E.
Bainbridge,
C.B., R.A.

18 Feb. 1901.

Col. E.
Bainbridge,
C.B., R.A.

13 Feb. 1901.

against a departmental machine that he can make it himself, or he may ask me to go to contract for it. It would come to me in any case.

4517. But you have the sole control of determining whether a large tool, to cost say 1,000*l.*, should be made here at the Arsenal, or whether a similar tool should be bought from the makers outside?—Yes.

4518. And that is not referred to the Director of Contracts in any way?—No.

4519. That is purely internal administration?—Yes.

4520. Is there a large manufactory of home-made tools here?—Yes, we make a great many.

4521. Those are taken into your capital account then, I suppose, at cost price?—Yes, plus indirect charges.

4522. All the fixed charges, the incidental charges?—Yes.

4523. But they are taken in only at cost price?—Yes.

4524. And from that cost you reduce 10 per cent. every year as you would upon the tools bought?—Yes.

4525. Comparing your cost with the cost of outside makers, you are quite clear that on labour, cost of wear and tear, and all incidental expenses connected with the factories, you follow the usual lines of a manufacturer who works to a profit?—We should decide in the first instance whether we could make the thing ourselves or more cheaply buy it, that is the thing we should go upon; we should not do it for the sake of giving ourselves work.

4526. But you know, from time to time, by comparisons that you are able to make, that the whole régime of the factories here produces a result not inferior as regards cost to the results produced outside by the manufacturers?—Yes, for the things we undertake to make.

4527. (*Str George Clarke.*) One more question. There is, is there not, under the present system a considerable

The witness withdrew.

Mr. H. F.
Donaldson.

MR. HAY FREDERICK DONALDSON examined.

4534. (*Chairman.*) You have been Chief Mechanical Engineer of the Royal Ordnance Factories since 1898 I believe; your title has been changed in the meantime, but your functions have been the same?—Yes.

4535. And your functions, as laid down, are to give such advice and assistance as you may deem necessary or as may be asked for by the Chief Superintendent or by the Superintendents of the Factories on all matters relating to the introduction, extension, improvement, and maintenance of all machinery and appliances in the Ordnance Factories. You are practically an expert mechanical adviser—is not that your position?—Yes, put in a few words, I think it is.

4536. Concentration sometimes does not tend to accuracy; but is that accurate?—Yes, I think so.

4537. You have free access to all the buildings and you and officers under you continually go round and satisfy yourselves as to the economical working of the machinery and whether any improvements can or cannot be introduced?—Yes.

4538. If you had any improvement to suggest in any one of the factories, would you suggest it to the Superintendent directly or would you suggest it to the Chief Superintendent?—As a rule, I have gone a little outside the regulations laid down for me and have gone to the Superintendent of the Factory.

4539. You consult with him about it first?—Yes, so as to avoid as much writing as possible. I mean to say that generally the Superintendent and I bring the thing up to a certain point where action is required, and then of course it reaches the Chief Superintendent, but besides that, I am constantly in touch with the Chief Superintendent of course, and in conversation he is well informed as to what is going on on nearly all points; in fact I may say on all points.

4540. You have two Assistant Engineers under you, have you not?—Yes.

4541. And your work is not confined to the Ordnance Factories at Woolwich, but it carries you to Enfield?—Yes, and all the out stations.

4542. Including Birmingham?—Yes.

re-duplication of clerical labour by all this contract arrangement, that is to say, the whole of the demands have to be framed in your office to go to the Director of Contracts, when they might just as well be put upon tender at once?—Yes.

4528. So that a comparatively small addition to your staff would enable you to make all those contracts, relieving the Director of Contracts of his duties in connexion with them?—There would certainly be that advantage. I could not say what addition to my staff would have to be made.

4529. But it would not be large?—No.

4530. (*Str Charles Webb.*) You say that valuable additions are from time to time made to your sources of supply through the agency of the Director of Contracts?—I do not think I said that.

4531. I thought I understood you to say that?—It may be that some firms are added.

4532. I think you said that you recommended firms to the Director of Contracts to be placed upon his list, and that he very usually added other firms to that list, and that occasionally a firm which he recommended, which had not been suggested by you, tendered, and their tender was accepted with your consent?—It might be so; he might, of course, recommend to me a very good firm, but then I should give them a trial order, and then take them on. With a new firm, that one knows nothing about, if one can afford the time, one gives them a small trial order to bring them on the list.

4533. But you admit that it may happen that a firm which has been brought to your notice, and put upon the list by the Director of Contracts, may turn out to be a satisfactory firm, and therefore a valuable addition to your sources of supply?—Yes, it might be so.

4543. And I suppose that your hands and those of your assistants are pretty fully occupied?—Yes.

4544. I suppose the making of contracts does not come directly before you in any way, but your experience and position would enable you to form some opinion upon the question?—Do you mean the actual making of contracts?

4545. I mean the system under which they are made?—I supply the specifications and say what we want to the Chief Superintendent, and he then puts those demands in the ordinary course through the Director of Contracts, so that I do not have anything to do with the making of contracts, only with what I may call the beginning and the ending of them.

4546. (*Mr. Gibb.*) Do all specifications pass through you?—All machinery specifications, not all material; only such material passes through me as there may be any special difficulty or question about.

4547. (*Chairman.*) Have you any general opinion as regards the system under which contracts are made?—I do not quite follow the question.

4548. Does your experience lead you to think that the present system, under which contracts are made through the Director of Contracts, leads to unnecessary delay, or have you had no opportunity of forming an opinion about it?—If I understand your question right you mean to ask whether things would be better if we ordered direct?

4549. Yes, it comes very much to that?—In some cases I think it would; if we take a machine, for instance, a new class of machine, probably in the first instance has to be bought as an experiment only, because one does not rush into a large order for machinery to start with; one begins with a small order, and if it is successful then, of course, it is extended. The process by which that machine is got is just the same whether it is for a single machine or whether it is for a hundred of them; it has to go to the Director of Contracts, and unless we specially say it is a particular article that we want, a great quantity of firms are invited to tender for an article which may not be at all what we want. If we say we want a particular machine, then the Director of Contracts places the order with the particular firm I mention.

4550. That is the general practice?—Yes, there is of course just that much more writing, that is the only thing about it.

4551. That is to say, instead of the invitation to tender being issued from here, it has to go up to London to be issued from there?—Yes.

4552. And, with regard to the making of tools of importance inside the factories, instead of purchasing them from outside, are you consulted as to that?—Yes, in many cases I actually prepare the drawings in my own office. By tools, you mean machines, I suppose?

4553. Yes?—I do not touch the actual cutting tools as a rule, I have done that too, but not as a general rule. But if it is a question of a new machine which is going to be made in the Ordnance Factories (it is not very common to make the whole new machine unless it is the using up of parts of old machines), in some cases I have made the drawings, in other cases they would be made by the superintendents. I would not like to say I know all that have been made; I do not think I do; I am not consulted in regard to some of them.

4554. That is a matter for the discretion of the superintendents, I suppose, whether they consult you or not?—Yes.

4555. But they would consult you upon anything of importance?—I imagine so.

4556. You are also consulted, are you not, with regard to such questions as piece-work rates and wages?—No, I should not say I was; I have made several suggestions.

4557. It is laid down in your duties, that you report to the Chief Superintendent on the general character and output of the work, with a special reference to speed and feed, piece-work rates, wages, quality and cost of labour?—I conceive that to be an action on my part, and not on the Superintendent's.

4558. It is laid down as part of your duties?—Yes, but as an action of mine, and not as an action of the Superintendent.

4559. Yes?—As an action of mine it is fulfilled.

4560. You do that?—Yes.

4561. You are a general expert adviser in the factories, with a view to economy and things being kept up to date?—Yes, I take it so.

4562. (*Mr. Mather.*) I presume under this definition of your duties, namely, that you advise generally as to the most economical methods by which the work can be carried out, that would bring you directly into intercourse with the Superintendents of the various departments, and you would be constantly conferring with them as to new appliances that were known throughout the country in other workshops, and so far as your judgment went and your knowledge of them at the time, you would feel it wholly your duty to advise the Superintendents that they might adopt those appliances with great advantage in their own factories?—Yes.

4563. And there is constant connexion between you, which brings you continually together all through the year?—Yes, it may be by actual conversation—it may be by sending a note with an illustration of a machine or method, or by an extract from a newspaper.

4564. You make them acquainted with it and talk to them about it, and recommend sometimes that they might adopt such and such appliances with great advantage to economy in their department?—Yes.

4565. That requires you to keep in close touch with all that is going on in the country in any other workshop or other machine shops throughout the mechanical trades of the country?—Yes.

4566. And in order to do that have you to travel much about yourself, or do you send your assistants round to see what is going?—It is either one or the other; it depends upon the face of it, whether the case is sufficiently met by an assistant going; otherwise I go myself. Perhaps the best answer I can give to your question, is that the other day I went to Berlin to see a particular shop.

4567. Shop organisation, I suppose?—Yes, that is so.

4568. I suppose that would mean, putting it in common language, that one of your chief functions is to take care through shop organisation here that the constructing departments are kept in knowledge of the latest appliances that are used all over the world?—Yes, or perhaps in some other particular shop not necessarily in universal use.

4569. I mean the latest appliances or inventions that might serve your purpose here better than something that you are using to-day?—Yes.

4570. You consider it your duty to bring it at once before the authorities here?—Yes. As a rule a report of that nature is not sent to any Superintendent, but direct to the Chief Superintendent.

4571. But apart from that, you would bring your knowledge of that particular production before the officers here?—Yes, the particular knowledge acquired by any particular visit is generally transferred to the department which it is most likely to benefit, or is thought most likely to benefit, by means of my assistants to the Managers in the first instance, and is discussed between them, as to the suitability or otherwise, to meet the special requirements here.

4572. So that your function really brings these factories into line with the very best factories of a similar character that are known in any country, not alone in England, but elsewhere?—Yes.

4573. You bring to bear upon the work here the light that is afforded by any experience in any part of Europe, or even America?—Yes.

4574. In that sense you are feeding with ideas, as it were, and information, the Superintendents of the Factories, who, of course, are daily engaged in constructive work requiring all their time and attention, and have not the means of finding out these discoveries for themselves?—Probably they have not got the time to do it.

4575. I say they have not got the time?—Exactly.

4576. Therefore you consider it a bounden duty upon your part to continually supply them with all that may possibly be a help to them?—Yes, I do not think if the question was put to any or all of the Superintendents they would give you any other than an answer in the affirmative if you asked them whether that line was followed. Of course that is not for me to say. I am not aware of having pursued any other course.

4577. I only wanted to get at how you regarded it yourself. You have a drawing office in connexion with your department, I suppose?—I have two draughtsmen, and what I may call a clerical draughtsman, who deals with figures and so on.

4578. In addition to the two assistants—Ashton and Banister?—Yes.

4579. These assistants do not make drawings for you?—Yes they do, but as a rule they have their hands quite full enough without actually doing the drawings.

4580. What is the specific duty of your two assistants—Ashton and Banister—what do they do day by day? Do they go through the shops day by day, continually?—Yes.

4581. And make notes and report to you?—Yes.

4582. What would come under their notice, say in the Gun Factory, that they would bring to your attention?—A matter itself may appear a small one, but may be an initial step leading to something very large afterwards. For instance, they might draw my attention in the Gun Factory to a particular machine, say, which was or was not working properly. I will assume that it was not working properly, that is to say, it was standing for a considerable period of its time, and not earning the interest due upon the machine, and out of that might arise the answer that that machine was really obsolete, and was uneconomical to work. Then we get into suggestions for the purchase of new machinery.

4583. And the Superintendents accept your interference, so to speak?—I do not think that is quite a fair question to ask me.

4584. But you have no difficulty in working amongst the Superintendents harmoniously?—No, I think we get on very well together, on the whole.

4585. Have you also the engines and boilers and power plant under your inspection?—No.

Mr. H. F. Donaldson.

13 Feb. 1901.

Mr. H. F.
Donaldson.

13 Feb. 1901.

4586. And no electrical machine?—No.

4587. No yard appliances, no cranes?—I thought you asked me have I the control of them?

4588. Have you the same supervision of these things that you have of machines in the shops?—I should say no; whether I am intended to or not I do not know; I have not got it.

4589. (*Sir George Clarke.*) But you would make recommendations as regards cranes and things of that sort; I think I have known you to do so?—Cranes actually in the shops, yes. I was thinking more of the wharf cranes, and store cranes, and electric lights.

4590. (*Mr. Mather.*) Have you any distinct responsibility in connexion with these duties? could anything be brought home to your staff or to yourself in connexion with one of the shops in which machines were still being used that were obsolete, for instance, if you had not detected it or they have not reported it to you? is that in the consulting department?—There is only the responsibility, as I understand it, which is due to a consulting engineer, if I may use the term.

4591. (*Sir George Clarke.*) Do you see any advantage arising out of the intervention of the Director of Contracts in the purchase of machinery?—As, shall I say, a commercial engineer, no.

4592. That is exactly the point of view; practically do not you do the whole of the work short of making the actual purchases, all the inquiry and specifications and all that is done by you, so that you merely invoke the Director of Contracts, as it were, to record what you wish?—Yes, but I believe the Director of Contracts has a process which we have nothing to do with which entails a considerable amount of trouble, in opening the contracts, which I have never met with in any of my work elsewhere. There appear to be from what I am told (I have never seen it done) a quantity of people brought into the room to open contracts in which the Director of Contracts is not admitted.

4593. But when you want to buy a special machine for trial, do not you find yourself involved in a correspondence in order to get that particular machine?—Not lately, a distinct impression of our wishes on the subject prevails now.

4594. I understand that you have expressed your willingness to take over a general responsibility for the purchase of special materials for Arsenal purposes if your staff was sufficiently increased?—I am ready to do anything for the good of the place.

4595. And you think that arrangement would be beneficial to us, enabling us to get our things quicker and better?—It is conceivable. In many cases I do not think it would quicken matters; in many cases I think very likely it would.

4596. And you do not think that any insupportable responsibility would fall upon you in doing that?—No, I do not think I should care about having to collect a quantity of people to open contract tenders though; it seems to me that either a man is to be trusted or he is not; if he is to be trusted he ought to be trusted to open his tenders himself without having to call in, I think it is, six people to do it.

(*The Secretary.*) I should like to say that there is some misapprehension on this matter. The only requirement is that all tenders should be opened conjointly by a member of the Contracts Branch and the Accountant-General's Department.

4597. (*Chairman.*) You think that if you undertook the duty of the Director of Contracts, in some cases conceivably it might result in more expedition, and in some cases it might not, but have you ever thought of the other side of the question, namely, the fact that there is a great political jealousy and watchfulness about contracts, and the Director of Contracts, is now an officer of the Financial Secretary, who can reply in Parliament, and deal with all that political and other criticism which otherwise would come upon you, so that a good deal of your time might be taken up in having to supply information to answer all kinds of political queries?—I have not looked at it, of course, from a political point of view at all. I understood the question to be: Was it to the benefit, or was it conceivably to the benefit of the Ordnance Factories as a producing concern? I am no politician.

4598. (*Sir George Clarke.*) But do you think there is any probability that any question of that kind would arise? I suppose you have had considerable experience in dealing with contracts before you came here. You understand how to handle them as well as the Director of Contracts does, and it seems to me that that is a bogey. I cannot see where scandal is to arise?—But I understood the question to be whether the present arrangement with the Director of Contracts was not advisable from a political point of view.

4599. (*Chairman.*) Yes, you said you thought that if you took over the contracts here, in some cases it would result in more expedition, and, in others, perhaps not. I wanted to know whether you had also considered it from a more general point of view?—No, I have not. I am looking at it simply as a business man, if I may use the term, not with regard to politics at all.

4600. (*Sir Charles Welby.*) I think that one branch of your duties is to report to the Chief Superintendent with regard to piece-work rates, wages, quality, and cost of labour?—Yes.

4601. Is that a branch of your duties that takes up much of your time and gives you much trouble?—It takes up a good deal of time. I do not mean to say in constantly putting the results on paper.

4602. But you are constantly satisfying yourself on labour questions?—Yes, and to a large extent constantly drawing the Chief Superintendent's attention to anything that strikes me.

4603. To points that seem to you to conduce to bad economy?—Yes; but of course, in taking up an incidental—shall I call it, discovery—I think I may say it is almost a rule that it strikes much deeper than a mere incident, and becomes part of the general organisation, and therefore the amount of writing that I have done on the subject of general organisation is, I regret to say, extremely large.

4604. By general organisation you mean organisation of the labour?—Yes, as, for instance, when Lord Lansdowne was Secretary of State there was a very long paper that was laid before him for consideration as to whether a trial should be undertaken, and the outcome of it was that a trial should be made. Then came the war, and up to the present nothing has been done.

4605. There was some allegation of improper practice in that case, was there?—No, it was a proposal to introduce another method of remunerating piece-work labour, to put it shortly.

4606. (*Mr. Mather.*) How much piece-work have you here in comparison with the whole amount of labour that you have?—That is a question of which I should like notice, but the amount of day-work labour is small.

4607. Nearly everything is on piece-work?—Yes.

4608. (*Sir George Clarke.*) It is a little under two-thirds.

4609. (*Sir Charles Welby.*) Do you find that these constant representations that you say you are obliged to make to the Chief Superintendent with regard to labour questions bear good fruit; is your advice as a rule attended to?—As a rule it is not a matter in which you can see immediate results, therefore I am unable to say. That a move is made I think is generally the case.

4610. (*Mr. Beckett.*) If the Superintendents discover any defects in their machinery, do they as a rule report to you, or to the Chief Superintendent direct?—A defect amounting to a breakdown, do you mean?

4611. A serious defect—I put it in that way?—So long as it is in the category of a new machine they would advise me; if it were in the category of an old one, they would not probably report to anyone, but would put it right.

4612. But when they were not able to put it right themselves, they would go to you first?—No. Probably they would go in the first instance to the Chief Superintendent, and he would pass it on to me; that is really a matter that would be dealt with according to convenience; if we happened to run across one another, probably it would be done direct; if it were a question of putting it down on paper, it would go to the Chief Superintendent.

The witness withdrew.

MR. JUSTIN T. LA BROOY examined.

4613. (*Chairman.*) You are Civil Assistant to the Chief Superintendent of the Ordnance Factories, are you not?—I am.

4614. You are practically a civilian under secretary in a technically military department?—Practically.

4615. You superintend all the stores and finance business, and accounts, and pay, on behalf of the Chief Superintendent, is not that so?—Yes.

4616. Now with regard to the Store Department, all correspondence with regard to contracts and supplies of stores is conducted under your general supervision by the head of a branch?—Yes.

4617. When a requisition comes in for a particular material from one of the factories, it comes into the Store Department?—Yes.

4618. Then I suppose that is submitted to the Chief Superintendent, and is initialled by him?—The first step taken then would be that the Storeholder would look to see whether he was really running out of the store requisitioned.

4619. That is to say, if it was an article which he had in store?—Yes.

4620. But requisitions often come in for articles that are not in store?—Yes, and which we should not keep in store, such as gun forgings or carriage castings, and so on, which we should not keep in store merely in expectation of orders.

4621. Then those are taken by the branch concerned to the Chief Superintendent, initialled by him, and then passed on to the Director of Contracts?—Yes; as a matter of office detail the Chief Superintendent himself is only troubled with the more important demands.

4622. And that branch conducts all the correspondence with the Director of Contracts as to a contract which is finally made?—Yes.

4623. Now with regard to small purchases for amounts under 25*l.*, are they made by the Store Department?—They are all brought to me, every one of them.

4624. And you make some of those by tender, do you not?—All of them.

4625. For amounts under 25*l.*?—We invite three tenders.

4626. You invite tenders in every case?—Yes.

4627. Are there no instances in which you simply send out as a matter of urgency and buy at a shop?—That is very occasionally done, but only very occasionally, because in each one of those cases we require to know precisely all the circumstances. It is one of the things we watch most carefully.

4628. Supposing a case arose, and you sent out to purchase in a hurry at a shop, who would make the purchase?—I should send out the foreman of the stores.

4629. Who would have some technical knowledge of the article?—Yes, or I have also requested, say, the Superintendent of the department requisitioning to select. For instance, supposing we are very badly in want of some iridio-platinum, I have, in such a case, telephoned down to the Laboratory and requested the Superintendent to send one of his people, who is qualified to select it, up to Johnson and Mattheys to select the stuff that was wanted and bring it down with him; and then I should write up to the Director of Contracts and ask for a covering authority.

4630. Which you get in every case?—He has never refused a covering authority when the circumstances have been explained to him.

4631. And with regard to tenders that you make for articles under 25*l.*, I gather that you call for tenders from a small approved list?—From local lists.

4632. Is it always from local people?—We go to people like Doulton or Churchill, or Chadwick, or say Davy Hill or Burgoyne and Burbidges for drugs, when we should go up to town; or we may go further afield; but generally, other things being about equal, we should buy from local people.

4633. I suppose the point is that if it is from local people that you can get it done more quickly?—We do not want to spend more time than necessary in getting it done.

4634. If you once go up to London to people like Burgoyne and Burbidge's, is there much economy in time then?—There is this much economy, that if we write to the Director of Contracts, there is the passing of the paper through the Register to the Contracts Branch, and passing the paper on its return here, which may amount to three transits or so.

4635. Now as regards the audit here, could you tell us generally how that is conducted?—To a certain extent there is overlapping of duties, but, judging by the queries raised, it looks as though there were generally some sort of tacit arrangement as between the Exchequer and Audit Department, who have their representative here, and the local Auditor, by which they try to avoid going over the same periods for their audit, but when it comes to the examination of the balance sheet for the year, or the capital account for the year, or the indirect expenditure for the year, both sets go into the same accounts in great detail.

4636. When you say there is overlapping between the representative of the Controller and Auditor General and the War Office local Auditor, you seem to consider that both those audits are of the same character and the same value?—The result to us is practically the same.

4637. The theory of the Comptroller and Auditor General is that he has not got to assist the Secretary of State in any way, but to satisfy himself that the Secretary of State is spending the money which Parliament has voted upon the objects for which it is voted; he is absolutely independent?—Yes, responsible to Parliament alone.

4638. Why do they arrange among themselves not to overlap?—Perhaps I ought rather to have said they do not generally waste their energies in auditing the same amounts again.

4639. Having made that arrangement with the local Auditor, the Controller and Auditor-General would not proceed at any time to come down suddenly and audit him; or might he?—That is entirely within his own power, but, as a matter of fact, we do not find that periods selected by the one man are also selected by the other. I cannot say that there is any arrangement. I can only convey the impression created by the queries raised. But on the large accounts, as I mentioned just now on the balance sheet, the capital account, the indirect expenditure statement and the comparison of prices, both of them go into all the figures used and methods followed in detail.

4640. Who is the local War Office Auditor?—Mr. Harris, the head of a branch in the War Office.

4641. When you call him the local Auditor, does he come down here and conduct the audit here?—He is only able to come down here occasionally, but he has a staff assisting him.

4642. Actually here?—Actually here.

4643. And they make a test audit of all the Factory accounts?—Yes.

4644. And you prepare those accounts for audit?—Yes.

4645. That is to say you see that the money is spent according to regulations and for the purpose to which it is appropriated?—Yes, and see that the money spent is all correctly abstracted to the orders for which it is spent.

4646. That is a question of classification, is it not?—A question of the appropriation of the wages to the orders on which the wages are earned, for instance.

4647. So as to get at the real cost?—Yes.

4648. (*Mr. Mather.*) Is it an audit of the cost book really?—Yes, and of the documents leading to it. Seeing that our work is paid for by the customers, as it were, of the factories, the Army, the Navy, India, the Colonies, and so on, on those cost records, of course the auditing of the cost records becomes important to every one of the customers. Practically the factories' cost accounts are audited on behalf of the customers of the factories.

4649. (*Mr. Gibb.*) They are the basis of your appropriation of charge against the receivers of your manufactures?—Yes.

4650. (*Chairman.*) Are they ever questioned by the receivers of your manufactures?—At times an office

Mr. J. T.
La Brooy.

18 Feb. 1901.

Mr. J. T.
La Brooy.
13 Feb. 1901.

like the India Office will say that they think such and such an article has been charged too high or they want to know further what the cause of the excessive cost, as they consider it, is, and it is explained to them.

4651. If the India Office insisted that it was charged too high, is there any tribunal to settle between you?—I do not know of any.

4652. (Mr. Gibb.) In the charges against the India Office, do you include a percentage for superintendence?—Yes, the charges are built up precisely in the same way as a charge against the Army or Navy.

4653. And a charge for interest on capital?—No, there is no charge made for that.

4654. (Mr. Mather.) You charge depreciation and you charge nothing more?—We charge for depreciation, but a committee that sat, presided over by Lord Randolph Churchill, had a report presented to it by certain accountants, Messrs. Whinney and Waterhouse, in which a strong representation was made against any charge for interest on capital, and ever since that charges for interest on capital have been dropped out of our accounts.

4655. It is not included in the cost?—It is not included in the cost. Prior to that we charged for invested capital and working capital both. There was one account including interest and depreciation and another excluding them.

4656. One would be profit and the other simply cost?—Yes.

4657. (Chairman.) Were those rates of depreciation settled at the time when the Committee reported?—Those rates of depreciation have been in existence ever since I can remember. I may say that India has protested that they are much too high.

4658. Then you reply to any audit queries which are made by the War Office or to the War Office on the part of the Comptroller and Auditor-General?—We reply to any audit queries that may be made by the War Office and furnish the War Office with replies to any queries made by the Comptroller and Auditor-General.

4659. I see that it is also part of your duty to prepare replies to all Parliamentary questions relating to the Ordnance Factories; does that amount to much?—Not very much, but occasionally we get questions that have to be gone into in a very great hurry; they are chiefly personal grievances and the like. A workman who was unable to convince the Superintendent that he was not drunk or misbehaving manages to get a member to take up his case. Then we are called upon to produce a great deal of evidence in the matter.

4660. If the workman has a vote?—Yes, and most of them have; and about discharges of workmen too. We have had cases of one and the same workman going to seven or eight members of Parliament and getting his case taken up by one after the other successively. First one man, say the local member here, Colonel Hughes, takes up the case, he investigates it, and drops it finding it is a bad case. Then the man goes to some other member, and one after another takes it up, and each time the same question comes down with slightly different wording. Many of these questions do not go beyond private notice, but the trouble given is the same as though they were formally put.

4661. (Mr. Mather.) The audit that you have spoken of up to now is not purely an audit in the accountants sense of the word; it simply means keeping the cost books up efficiently in order to the work being done?—Yes.

4662. You have not spoken of the balance sheet; do you make balance sheets up to the end of the year and have all the accounts audited by an accountant?—Yes.

4663. By an outside accountant?—By the local Auditor and the Comptroller and Auditor-General.

4664. They finally bring out the balance sheet?—They audit the balance sheet which is prepared for them.

4665. You prepare it?—Yes.

4666. And they audit it?—Yes.

4667. And it is certified as being correct?—It is certified subject to reservation; you find remarks by the Comptroller and Auditor-General at the end of the statement.

4668. Does that, so far as these factories are concerned, finish the auditing for the year, or is there any other test audit made somewhere else?—There is nothing beyond that.

4669. That is accepted by the Accountant-General as the final balance sheet?—I am afraid I am not quite clear. All the statement in the production vouchers, as they are called, is prepared here, and so are these documents (pointing to the accounts submitted to Parliament). When these documents are submitted to the Accountant-General by the Chief Superintendent, the Accountant-General sets to work and examines the balance sheet, the capital account, the indirect expenditure, and the statement in the production vouchers in detail. Then he is also bound by law to pass these over to the Comptroller and Auditor-General for his examination, who then sets to work and makes his examination; and as the result of his examination he makes certain remarks on the accounts; you will see these remarks on page 243 of this book. Those remarks he submits to Parliament, and then it is for the Parliamentary Committee on Public Accounts to consider those remarks any further.

4670. But there is no further audit—no further test of your account supplied to the War Office in London?—No.

4671. You have finished with that business here?—Yes.

4672. And you certify that those are correct?—Yes, we certify it is correct before we send it up to London; we send it up to the War Office, and it is audited by the War Office, and also audited by the Comptroller and Auditor-General.

4673. But your local Auditor and the representative of the Comptroller and Auditor-General here have examined those accounts and practically certified them before?—Not those accounts; they have examined the books which lead up to the production vouchers.

4674. Then you compile the whole thing yourself?—Yes. I may say that there is one portion of this book here that is prepared entirely at the War Office—this Statement of Assets and Liabilities.

4675. If you had a larger command of money for expenditure here without reference to the Director of Contracts, do you think that that would add great facilities to the work of the Chief Superintendent here and his Staff?—We should not have so much time to wait before we got our stores.

4676. That depends, of course, upon many things; but apart from the time taken in sending up your orders now to the War Office, and the obtaining of tenders on the part of the Director of Contracts, would there be any benefit, in your opinion, by contracts being made here direct up to, say, 250*l.* instead of 25*l.*; would it facilitate the work here of the Arsenal as a whole?—It would facilitate the work chiefly by that very saving of time which you are alluding to.

4677. (Mr. Gibb.) And that only?—I do not think I am in a position to speak as to the rest, but certainly there would be about a week saved on each one of those cases.

4678. Do you work through the registry here?—Yes.

4679. Do you find that that causes what you think unnecessary delay in papers being dealt with?—No, it causes a certain amount of delay, but I look upon it as inevitable delay because of the confusion that would result if we had no registry.

4680. (Chairman.) Which would cause much greater delay probably?—Yes.

4681. (Sir George Clarke.) The Director of Contracts has told us that within his experience there are no general complaints against contractors as regards delays in deliveries at the War Office—is that your experience?—As a matter of fact we have seldom troubled the Director of Contracts with regard to delays, except when we have found really that the contractor, whom the Director of Contracts looks upon as more or less a person with whom he should deal, does not pay sufficient heed to our remonstrances and representations. Of course a large number of delays we have dealt with ourselves, not reporting them to the Director of Contracts; it is only in a very small percentage of cases that any report has gone to the Director of Contracts.

4682. Then I take it that a very large number of communications have to go from you to contractors to hasten them up?—Exceedingly large.

4683. Telegrams, letters, and everything else?—One year I estimate that we sent about 1,500 telegrams urging deliveries, on account of delays.

4684. If a line were drawn between stores bought in bulk and bought by the year, and stores bought for special orders here, could you say about what the relative amounts in the orders would be?—One would be about 740,000*l.* as against 460,000*l.*, taking the last completed year—1899–1900.

4685. Which would be which?—740,000*l.* on account of goods bought for special orders, and the other 460,000*l.* for articles such as aluminium, antimony, bismuth, beer grounds for moulders, and miscellaneous articles and copper and the like, which we purchase simply in bulk.

4686. And coal?—Yes.

4687. You have told the Committee that the factories have to bear the responsibility of all questions which arise in regard to labour, and those questions, of course, are considerable; would it not be equally easy for the factories to bear the responsibility of any questions that might arise in Parliament, or elsewhere, in regard to contracts which they made themselves?—I do not see any reason why we should not; taking it in the largest sense I do not see why we should shirk responsibility in that matter.

4688. Labour questions are very often more difficult and more likely to occur than any questions that could arise on any contracts made in this place?—Yes.

4689. Now, as regards audit, you said that there are practically two outside audits here?—Yes.

4690. As regards bills, I take it that there is a most complete examination of the bills in this office entirely in civil hands?—I should like to say with regard to bills prepared here for payment of contractors —

4691. Before payment?—Yes; that during the 12 or 13 years that this office has been in existence with a central store account, there has not been a single bill in which a wrong amount has been paid. There have been certain queries raised where an error has been made either in the rate inserted in the bill or in the quantity inserted in the bill; but in the moneying out, the final column, as it were, on which payment is made, has always been correct. There has been a correction needed in the rate column, or the quantity column, but never a correction in the amount payable.

4692. (*Mr. Gibb.*) That means that the examination of the bills by the factories has always stood the test of audit?—Yes; and let me go a little further. In the course of the last two years when we have found a man make three mistakes, I think it is, either in the rate or in the quantity, he has been degraded.

4693. That is severe?—You have to be severe when acting in a fiduciary capacity.

4694. (*Sir George Clarke.*) Then practically these bills are liable to be audited three times; first by your Department, which does them thoroughly, then in the test audit by the Accountant-General's Department, and on the top of that by the audit of the Comptroller and the Auditor General's Department?—I am not sure that the term audit would be applied with regard to our own examination, but the bills are most carefully examined before they go forward.

4695. Then the Department which examines those bills under you is absolutely independent of the Department which is demanding the things?—Of course quite apart from the Department which has demanded and is using.

4696. It is just as independent as any branch of the War Office would be of the factories themselves?—Certainly in the case of things bought for orders. In the case of things bought in bulk, there is the Storeholder, who makes up his demand from the state of his own stores; he is a member of the store branch, but he is apart altogether from the section of the store branch in which the bills are prepared for payment.

4697. So that practically you have an independent examination of those bills?—Yes, because the storeholder has nothing to do with the bills.

4698. Then with regard to the audit done by the Accountant-General's Branch down here, that does not

extend to a large number of the bills?—No, because all bills above 100*l.* go up to Pall Mall for payment, and the bills paid by the Paymaster here also go up as part of his account for examination to Pall Mall.

4699. Is there any reason why the whole of the audit should not be done by a branch of the War Office here?—I do not see any reason; but that is rather for the Committee.

4700. Then there is stocktaking here is there not?—Yes.

4701. How often is that done?—There are stocktakings of various kinds. There is one continuous stocktaking. We have some men going round all over the stores continuously taking stock here and there; they have to send up their records into the store branch to show what they have taken, and what discrepancies they have found. It is a report of work done daily. Then, in addition to that there is a large stocktaking with members of the Store Audit associated at uncertain periods during the year both here and at out-stations.

4702. That is then a partially independent audit of stores, practically it amounts to that?—Yes.

4703. It is a very expensive operation, is it not?—I should not describe that as so expensive. There is also the taking of stock of all the stuff that is being used in the foundry, the rolling mills, and places like that, and there the expense is comparatively large, because the stock has to be taken generally by working overtime so as to prevent any interruption to the work itself, and the expense of ascertaining the stock actually left in the workshops is certainly very large there by comparison.

4704. (*Mr. Mather.*) Is that done week by week?—Quarterly.

4705. What advantage is there in doing it quarterly over yearly?—It is supposed to enable you to get at the current cost of producing castings or producing strip.

4706. You may get at the general cost of castings weekly by taking the cost of fuel, iron, sand, and everything that is used; but to take stock of a large concern like this once a quarter is perfectly ridiculous; no one working for profit could afford to do anything of the kind, and how you could afford to do it if you do not work for profit at all I do not understand —

4707. (*Mr. Gibb.*) By whose order was it done?—It was introduced under the late Director-General of Ordnance Factories, on the advice of a committee that was appointed to go into the question of the Ordnance Factories accounts.

4708. (*Chairman.*) What committee was it, do you know?—A committee consisting of the Director-General of Ordnance Factories, the Assistant Accountant-General (formerly Mr. Major and afterwards Mr. Seed who succeeded him), and then there was Mr. Hurst who was formerly local Auditor here —

4709. A Departmental Committee of the War Office?—Yes.

4710. (*Sir George Clarke.*) It was a committee appointed with the idea of effecting economies in the Arsenal?—To secure uniformity of account.

4711. Still I put it that the sum taken up in stocktaking in the year must be very considerable?—Yes. There is an estimated rate adopted for the issue of castings during every quarter; there is a balance sheet actually made out for the foundry account at the end of the quarter after the stocktaking, and there is a revision of estimated prices every quarter.

4712. I suppose you could not give us a rough estimate of the cost?—Not at this moment. I could have the figures got out.

4713. (*Chairman.*) I think we should like to have them?—Certainly.

4714. (*Sir George Clarke.*) Apart from money value, of course it very frequently interferes with our work, does it not?—Yes, there is just that difficulty. We have to edge in the stocktaking, as it were. Generally it comes in late on Saturday, and they work until Sunday in order to prevent the stoppage of the regular work of the place.

4715. Then do you think it would save correspondence if all bills were paid down here? Do you see any objection to that course? They would have to be examined, I presume, by the Accountant's Branch here,

*Mr. J. T.
La Brooy.*

13 Feb. 1901.

Mr. J. T.
La Brooy.

18 Feb. 1901.

and save references?—There have been so few references arising on bills, that that is inappreciable. The only references arising have been with regard to these few errors in quantities or in rates—not more than three or four in the course of a year—so that the correspondence on that is inappreciable.

4716. But you think it would be a good thing in principle if the audit could be completed within the Arsenal walls, as it were?—I think it would make matters more comfortable all round.

4717. (*Sir Charles Welby.*) You told us that in respect to purchases up to 25*l.* you invited tenders from local people only?—Chiefly.

4718. (*Chairman.*) You gave us one or two instances of going to London for drugs, but you gave us the impression that you chiefly purchased them here?—Yes, but we go for many other things.

4719. (*Sir Charles Welby.*) Supposing your limit of 25*l.* was raised to 100*l.*, would you then think it possible to place your contracts locally, chiefly?—No, not chiefly.

4720. You would then have to go to a wider field of supply altogether?—Yes.

4721. You would have to go to London, and probably beyond?—As a matter of fact very often when we are sending up to the Director of Contracts and asking him to enter into a contract, we have previously ascertained where a supply could be obtained, and tell him so.

4722. But in respect of small amounts, you can dispense with the machinery of the Director of Contracts altogether by having this small limit?—Yes, to that extent we are prepared to dispense with that machinery, because we find out first whence we could get a supply and we write to the Director of Contracts and say such and such articles are wanted and such and such firms are recommended to supply them.

4723. But if you had the power to purchase up to 100*l.*, you would have to go into the general market, and would no longer be able to confine yourselves almost entirely to the local market?—But it is not to the local market when we write to the Director of Contracts.

4724. You do not quite seize my point, I think. At present your limit of purchase is 25*l.*?—Yes.

4725. And with respect to purchases within that limit you deal almost entirely with the local market here in Woolwich?—Chiefly with the Woolwich district.

4726. You tell me that if that limit were extended to 100*l.* you would be obliged to go into the general market?—Yes, as we already do with respect to articles costing over 25*l.*

4727. But at present you have to do it through the agency of the Director of Contracts under present circumstances?—I beg your pardon, there is a preliminary inquiry made by us through going to the general market before we go to the Director of Contracts and ask him to contract.

4728. (*Mr. Gibb.*) You are indicating that you do not find any disadvantage under the present system of going to the Director of Contracts?—No; that there is a great loss of time —

4729. (*Chairman.*) There is loss of time in your letters going up there and coming back here?—Yes, and writing back again.

4730. And if your limit of purchase were increased over 25*l.* you would practically have to do all that the Director of Contract does. You would have to buy outside Woolwich?—Certainly.

4731. (*Mr. Gibb.*) I thought you said that the purchases under 25*l.* were obtained by tender?—Yes.

4732. Would it be tender on a limited list?—Yes.

4733. Altogether a limited list?—Yes.

4734. (*Sir Charles Welby.*) A local list?—To correct any misunderstanding I should say we buy more in the Woolwich district than in any other district, not more than in all other districts. Last year out of our 4,000*l.* aggregate the orders placed within a radius of

six miles from here were about one fourth in number, and one ninth in value of the whole. Further, we received authority from the Director of Contracts to purchase specially about 13,000*l.* worth. With this the proportion got from local people represented one fifth the number and one eighth the value of the total orders.

4735. The other point is rather with regard to the auditing done by the Accountant-General Branch down here. You say that in respect of the factory accounts Mr. Harris and his staff's audit is accepted as final; there is no further audit at the War Office?—There is no further audit at the War Office.

4736. Mr. Harris, you tell me, is not permanently located down here; he is more at the War Office than here?—Yes.

4737. Who takes charge of the auditing staff down here in his absence?—I am not quite sure who it is at present, but it is generally a Second Division clerk.

4738. I do not know whether I am right in putting these questions to you, but do you know, as a matter of fact, whether this staff of his down here is a permanent fixed staff, or whether it is interchangeable with the War Office, and interchanged?—It is interchanged, certainly.

4739. (*Chairman.*) Do the men actually come down here from the War Office and then pass back again, and so on?—I have not known many.

(*Secretary.*) Yes. Practically this branch is more or less in process of formation now, and they are absolutely interchangeable with the office in Pall Mall.

4740. (*Sir George Clarke.*) If the limit of purchase were extended to 250*l.* it would be a very considerable advantage to us in getting our work done?—It would certainly be a very great convenience. I have gone into the question of what number of contracts it would dispense with.

4741. (*Chairman.*) It would not dispense with contracts; it would dispense with references?—I should have said papers about contracts. It would dispense with references to the Director of Contracts in somewhere about 1,800 cases out of 2,600.

4742. It would be a convenience in so far as it saved the time that is now consumed by your referring first to the Director of Contracts and then his sending back to you?—Yes, and the reply to him before the order is placed.

4743. (*Sir George Clarke.*) And in discussion that may occur in some cases?—I set down just the transit delays at about six days.

4744. (*Chairman.*) Why should they be six days?—There is the preparation here of the letter to go up; then it is registered here; then it goes to the War Office and it is registered there, and then it filters through.

4745. (*Mr. Gibb.*) But the preparation and registry here would be in one day, I suppose. You post at night the letter you write in the morning?—The letters go by War Office messenger the next day.

4746. (*Chairman.*) Why should they go by War Office messenger. Can they not go by post?—We resort to the messenger as much as we can.

4747. What is the point of resorting to the messenger?—Simply that there is a messenger going constantly backwards and forwards, and we make use of him rather than send these things by post.

4748. To give him something to carry?—As a matter of convenience.

4749. (*Mr. Mather.*) To justify his existence?—He sometimes complains, I believe, that he has more than he can carry.

4749A. If the letter were sent by post, is it a matter of a penny stamp, or are the letters carried free?—We pay a lump sum of 150*l.* annually to the Post Office on account of communications conveyed for the factories.

4749B. Is that shown in the account?—It is brought to account, and forms part of the cost of our productions.

The witness withdrew.

SEVENTEENTH DAY'S MEETING.

At the War Office.

Thursday, 14th February 1901.

14 Feb. 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Proposed regulations for the Contract Branch were further discussed and finally agreed upon.

EIGHTEENTH DAY'S MEETING.

TWELFTH DAY'S EVIDENCE.

At the War Office.

Tuesday, 19th February, 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Mr. GUY D. A. FLEETWOOD WILSON, C.B., examined.

4750. (*Chairman*.) You have been Assistant Under Secretary of State at the War Office since March 1898, I believe?—I have.

4751. I want to ask you certain questions with regard to the Central Branch of the War Office; you have given a very complete description of the work of that branch in your evidence before the Powell-Williams' Committee on War Office Establishments, and you have added to the opinions that you expressed there in your memorandum under the date of November the 15th which you communicated to the present Committee. On page 25 of the Powell-Williams' Report you have given an analysis of the work carried out by the three branches into which the central office is divided; I take it that that analysis is complete and you probably have nothing to add to it?—It is complete in the sense that it is the work that is now done in the Central Branches.

4752. And among the recommendations which you made in that memorandum of November the 15th, I think you said that you wanted to take away from C. 2—?—Which page have you got, if you will allow me to ask?

(*The Secretary*.) It is page 11, I think.

4753. (*Chairman*.) It is in your memorandum, I think, you said that you wished to transfer the actuarial work which is now done by C. 2, and to pass it over to the Accountant-General?—That has been already carried out. I took the opportunity when the Accountant-General's Branches, or most of them, were transferred to Cleveland House, owing to the necessity of finding room for the increased Military staff here

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to urge the Permanent Under Secretary to carry out that recommendation, and he fell in with my view and has transferred the actuarial work to where I think it ought properly to be, in the Finance Branch.

4754. And in your memorandum I think you also proposed to place the Parliamentary work, which is now done by the Contracts Department in connection with labour questions, under C. 2, but I think that was a consequence of your recommendation that the Director of Contracts should disappear altogether?—That is so; that his work should be broken up.

4755. Assuming that the Director of Contracts is maintained, would you see any object in that particular work of his being transferred?—I see no object if the Director of Contracts remains as he is, but if his position is in any way modified, and his more important work left him.—I am assuming that—then I think it would be an advantage to take what I may call the report work into the Central Branch; but you were quite right in saying that my recommendation was part and parcel of a whole scheme, under which the Director of Contracts would be entirely broken up.

4756. That was a way of providing for that particular work which is now discharged by the Contracts Branch in the event of the Contract Department having disappeared?—Yes.

4757. What does that Parliamentary work of the Contracts Branch consist of?—I gave it that name for want of a better, but, of course, there is a good deal of work which devolves on the Director of Contracts in consequence of votes in the House and Committees of the House germane to his work, and in the prepara-

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

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Mr.
G. D. A. F.
Wilson, C.B.

19 Feb. 1901.

tion of returns and reports on the general condition of the labour questions as affected by Government contracts. If you have a powerful and highly placed Director of Contracts, I see no reason why he should not continue doing that; if, on the other hand, you broke up his branch, it would, I think, probably drift into the Central Secretarial Branch to deal with. All the rest of the Parliamentary work is done in the Central Branch, and it would, I think, be only natural and expedient to get it altogether.

4758. Assuming that the Director of Contracts remains, the Central Branch would then call upon him for information in regard to questions before Parliament concerning his department, just as it calls upon the Inspector-General of Fortifications, or the Adjutant-General, or anybody else?—As regards actual questions in the House, that would not be affected, because they are all dealt with already in the Central Branch, and they call for information from every branch concerned; I mean questions in the technical sense of the word. The larger questions that may arise over Debates, and that sort of thing, he would deal with at present, and, as I say, if he remains with his present position and status I see no reason why he should not do that. The Director of Contracts would know about it, and presumably would have something to do with it.

4759. I understand that what really most interested you, if I may say so, in the evidence which you gave about this division of the central office, was the branch known as C. 1?—Yes, the Registry, that is to say.

4760. I think you expressed the opinion that the Registry was not adequately provided for now?—I consider that the state of the Registry at the War Office is a scandal. I use the term advisedly. Papers are constantly being lost, and the business of the department is frequently arrested in regard to most serious matters, because papers cannot be promptly traced. The actual condition of the papers is such that it is almost impossible in some cases to deal with the subject-matter. The general working of the Registry is so unsatisfactory that since I have been Assistant Under Secretary of State I have received insistent and most strongly worded protests from the high military officers, who have to conduct the work of their departments, and it is especially so in the case of the Inspector-General of Fortifications, who has to deal with large questions concerning the tenure of land, the sale of land and buildings, and so forth, where it is absolutely essential to have the papers in a proper state to work upon with ease, and where it is also essential to have the papers immediately forthcoming when they are wanted. I may add also that the strongest representations have been made to me by other departments who sometimes have to deal with our papers—I believe I am not exaggerating when I say that the Treasury Solicitors view with dismay having to take up a case on our papers. The office itself suffers very much from the point of view of delay and so forth. I should like to say very emphatically that I do not think the officials in charge of the Registry are in the slightest degree to blame. On the contrary, I think they have shown the greatest possible devotion to their duties and have done the very best they could under the circumstances; but I must point out that the condition of the Registry at present is entirely different to what it was formerly. Our very best men have received their training in the Registry; Sir Ralph Thompson, who was a most excellent and successful Permanent Under Secretary, often told me that he attributed the knowledge of his work and his success in later life to having been in charge of the Registry; it was always considered a duty that a good man should be put at the head of, and it was put in charge of a principal clerk and of a leading principal clerk, if I may so say. There was also an adequate staff of seniors and juniors of the Higher Division, but comparatively recently the whole of this has been changed. An attempt has been made to treat the Registry as though it were a mere paper room in which all that was required was to take a paper out of the pigeon hole when it was wanted. I need not point out that in the War Department, administering, as it does, enormous and varied interests, being, in fact, a contracting and administering department of every sort and kind, the papers vary very much in importance; some of them are of the very first importance, and I think it is perfectly unreasonable to expect a Branch like the Registry, which naturally increases in volume *quâ* work every month almost, to be satisfactorily and successfully run when it is in charge of a Second

Division Clerk who has under him a very large staff of Second Division Clerks and Abstractors and Press-men. He cannot possibly exercise the proper control over them, however good a man he may be; and I do not think he has either the aptitude or the training, as a rule, to fulfil the duties of the post. I think that one of the very first things that should be done is to re-establish the Registry on a proper footing. I would put it under the guidance of a Chief Clerk and Registrar and make him responsible not for the mere ticketing of papers and labelling them in their pigeon holes, but for intelligently dealing with the subjects that come up to be registered, annexing properly those papers which should be annexed to them, and in fact arranging the papers in such a way that, from the Secretary of State downwards, those who have to deal with them should be relieved of what is now an absolutely unwarrantable burden of work attributable only to the state of the papers therein and to the way they are registered to numbers haphazard whatever their subject may be. You will have a paper, for instance, which deals with boots, and it is registered under "Boots"; a side issue is raised on the question of testing leather arising out of those boots; then you open up a tremendous discussion on the Inspection Branch; then arises a question of adding to the Inspection Branch: next comes a long wrangle as to what the status and salaries should be. I am only giving you an imaginary case, but I have not the slightest doubt that if I had time I could find hundreds of such cases. All that is jumbled together in one bundle under the original number, and you get a chaotic condition of papers which I honestly admit beats me to deal with them, and I have had 30 years' experience.

4761. Then I take it that the function of the Chief Clerk and Registrar would be that he should be responsible for weeding out masses of papers which come under a certain number, and for selecting those which really bear upon the question at issue and putting them in a compact and intelligent form before the question goes forward to the higher authorities?—Quite so. There is another function which I think is a very important one that he should discharge and which he can only discharge if he is a man of certain standing and certain status, and that is this: In a big department like this every newly appointed officer, whether he be a civilian or a soldier, thinks it incumbent upon himself to start a new theory of Army administration; at any rate he will start a paper on a given subject; there may be several other papers going round the office on that subject at the same time. If you have a man at the head of the Registry who is a man of character and position, he will point out at once that that subject has been thrashed out, or is being thrashed out, and is being dealt with, and that it is quite futile to start a new paper on the subject, giving everybody a great deal of trouble over it and adding thereby to the work of the department without any satisfactory result. At the present time the head of the Registry is not in a position to argue the case at all; he gets an order to register a paper; it is done; and he could not possibly do otherwise. Whereas if you had a man such as I have described at the head of the Registry he would control the number of papers and the manner in which the various subjects were dealt with, and that, I think, is a matter of considerable importance. I have known five or six papers on the same subject circulating through the office, all being started by different people and all being dealt with at the same time. Once they are started you cannot stop them. It is like a stone rolling down hill.

4762. Would he be responsible also, in your opinion, for deciding which papers were urgent, and seeing that really urgent papers were dealt with in priority?—I think that would be a very prominent feature in his duties. At present there is a reckless use of what are called green jackets, or green outsides. Naturally, every man thinks his own paper the most important in the office, and he is very apt to start it in a green jacket to get priority for it. As the Registrar is at present constituted, you have him not in a position to discuss the question at all.

4763. He cannot take off the green jacket from a paper?—Certainly not, and so you may have what is a trivial subject taking precedence of other subjects which are of real importance, simply because it was started in a green jacket. I think that with a properly conducted Registry, and with a proper head of that Registry, a great deal of that could be stopped, and, what is even more important from a business point of

view, that a very important question, which was also a very urgent question, would be watched and followed. At present a man goes from the Registry,—a subordinate man,—and says they are asking for paper 4,622, and it is very much wanted; and, if the person in that room is busy or is not in a humour to look for that paper, I do not think much will come of the request. If you had a Registrar such as I have indicated, people would think twice before they lost the papers or mislaid them.

4764. (*Mr. Mather.*) What does a green jacket mean?—It is a danger signal, it means that the paper has urgency, priority.

4765. Supposing that someone has written a minute of grave importance at that moment, is that clothed in a green jacket?—That is clothed in a green jacket, and properly so; but you may have also somebody else who thinks his minute of equal or more importance and he puts it in a green jacket too.

4766. (*Chairman.*) Is that at any time; I take it all your papers may be in green jackets?—Yes, there are numbers of them.

4767. (*Mr. Mather.*) By what light does anyone exercise the function of starting the paper in a green jacket?—By the light of exercising his own judgement on his own work.

4768. The head of a department?—No, the head of a section would do so. Who shall I say—Colonel Robb or Mr. Fawcett, or any gentleman in that position would start a green paper as often as he liked.

4769. (*Sir Charles Welby.*) I think a green jacket refers to urgency rather than to intrinsic importance, does it not?—Yes.

4770. (*Chairman.*) Urgency in point of time?—Yes.

4771. (*Mr. Mather.*) And the question of urgency rests with the individual promoting the circulation of the document?—Not if the document arises outside the office.

4772. (*Chairman.*) Take the case of a question from a district?—That is dealt with by the head of the Registry, and he uses his judgment as best he can. The present man is a very intelligent man, and I hope I may be allowed to say that nothing which I mention in my evidence is to be taken in any way as a reflection on him. He has done his work very well under great difficulties; but, naturally, in his position he is out of touch with a great deal of important work in the department, and something might come into the department the urgency of which he did not realise; whereas if you had a man in the position I have indicated at the head of the Registry, his position would enable him to be in touch with the general higher work of the department, and he would be on the look-out for certain things.

4773. And his position would be such as to demand attention?—He would have a controlling and guiding influence over the actual papers, and over the work on them throughout the department.

4774. (*Sir Charles Welby.*) You do not propose, I suppose, that the head of the Registry should be in a position to override the responsible head of a department on the point whether a question was urgent or not?—Certainly not. The utmost that he would do would be to indicate that he thought it was being overdone, that is to say, he would bring it to the attention of the Assistant Under Secretary of State and say, "Had you not better tell this gentleman that he is really overloading the Registry with certain papers," and so forth. But at present there is no control of any sort.

4775. He would at all events be able to insure that the paper was not put into a green jacket on the initiative of a subordinate of the department without the authority of the responsible head?—Yes, and what is still more, he would see that a paper was put in a green jacket which was an urgent paper although it might not have been put in a green jacket. You might have a case, for instance, which, when it was begun, was not a very urgent case, but which would become an urgent case in the course of a couple of days, and he then would follow the paper and have it in his mind's eye and turn it into an urgent paper. There are many cases, I am sure, which have come under the special knowledge of Sir George Clarke—orders, for instance, from Woolwich, and so forth; which suddenly develop into a very urgent question.

4776. (*Sir George Clarke.*) Practically it has come to mean this, has it not, that green papers cease to have any serious significance?—I know that in the hundreds of papers I get every day, a third of them are green, almost half. I should say.

4777. Therefore, it is just like the cry of "Wolf"; it ceases to have effect?—Exactly.

4778. (*Mr. Mather.*) Will you kindly give us an illustration of how this Registry affects questions such as you have alluded to, say, in Sir George Clarke's Department; what relation would the Registry have to any kind of order?—This is the Central Registry here. All papers are registered here, so that if any correspondence came, say, from the Admiralty, which affected the manufacture of guns, it would be registered up-stairs before it went down to Woolwich. Every paper is registered, just as in the case of every railway company every letter goes into the Secretary's office.

4779. It is a record?—It is a record.

4780. (*Chairman.*) Therefore, if a letter came from the Admiralty about gun carriages, let us say, for Sir George Clarke's Department, there would be nobody of sufficient competence and authority in the Registry to say whether it was an urgent question or not?—No, I do not think there is anybody. You may have a very good Second Division man killing himself over it, and I am bound to say he does it well; but, I do not think it is right that he should be put in that position.

4781. His position could not carry sufficient weight?—I do not think it could. Another thing that I do not think has been pointed out is this, that without in any way impugning the probity of the men of the Registry, I think it is a very unfair temptation to put in the hands of men in the enjoyment of extremely modest salaries, to give them the custody of papers which represent a money value of thousands of pounds for the information contained in them. Our secret Registry is in charge of a Second Division Clerk, and, to his honour, there has never been any leakage; but, I do not think it is right that we should have no well paid and well placed official whom we can hold responsible for the custody of these confidential documents. Sometimes it is advisable—I have felt it myself—actually not to indicate too clearly the secrecy of a paper, because of my not being able to send for a man rather more of my own standing, and to say, "You must be very careful of this, and watch it, and put it away." "You clearly understand that there are political considerations, or international considerations, which render it a very secret paper." I think, as regards all these papers of the greatest gravity—and every single paper has to go into the Registry—there ought to be a Higher Division man in charge. In my opinion, we have Higher Division men doing infinitely less important work than that, and it was always considered so in the past. It is an entire innovation treating the Registry as if it were merely a big room with pigeon holes and papers in it.

4782. (*Mr. Mather.*) The Permanent Under Secretary of State has complete control of the Registry, has he not?—The Registry used to be under me, and was especially under me as part of the Central Branches; but I felt it my duty to represent very strongly to the Permanent Under Secretary that I thought the condition of the Registry, as at present worked, was a source of absolute danger to the department, as well as a grave inconvenience. I had to go even further, and respectfully inform him that unless the Registry were put on a sound footing I must ask to be relieved of all responsibility connected with it; and Sir Ralph Knox relieved me of that responsibility, and took the Registry into his own hands, and has been personally answerable for it ever since that time. You will find a reference to that in my evidence before the Powell Williams' Committee, I think. If I may quote for one moment my evidence before the Powell Williams' Committee, you will find it at Question 429. I say: "I consider that the Registry ought to be one of the most useful agencies for the proper control of papers, and for safeguarding against undue delay in dealing with papers," and so on.

4783. (*Chairman.*) I gather from you that the substitution of a staff clerk for a Higher Division clerk was not due to any scarcity of Higher Division clerks, because you said just now that some Higher Division clerks are employed on work which is very much less responsible and important than that of the Registry?—From my point of view, so far as I can judge; but I may say, as I have been reminded by your Secretary,

Mr.
G. D. A. F.
Wilson, C.B.

19 Feb. 1901.

Mr.
G. D. A. F.
Wilson, C.B.

19 Feb. 1901.

that the real reason why the Registry was denuded of Higher Division clerks was that when the scheme was drawn up, practically at the instance of Sir Ralph Knox, it was decided that the Registry could do perfectly well without Higher Division clerks; and, in my opinion, it has been going from bad to worse ever since.

4784. I think you have also expressed the opinion, have you not, that in the drafting of letters there was something to be desired?—That is, you are now leaving the Registry, so to speak, and going to the question of the secretarial work of the Central Branches, I think, you mean, do you not?

4785. Yes. What I want to get at is this: in your opinion, would these draft letters come up through the chief clerk?—Yes, I think the chief clerk and Registrar would be able to do a great deal towards improving the drafts of letters; he would not only be in charge of the Registry, but, as chief clerk and Registrar, he would be the immediate head of the whole of the Central Branches; and I think that one of his most important functions would be to see that the tone and grammar of the correspondence which emanates from this office was materially improved.

4786. That is to say, that when a letter came up from a branch, if it was ungrammatically or obscurely expressed, in his opinion, it would lie with him to amend it before the letter went on?—Yes, I do that incessantly. I sign enormous numbers of letters, and from the standpoint of signing alone I think it would be a great advantage to have a chief clerk, because there is an enormous amount of correspondence that comes to me, or to Sir Ralph Knox, for signature, which takes up a great deal of time, and which might more properly be signed by the chief clerk; but I do not like to shed it, because I really am very often positively ashamed of the letters which are about to go out.

4787. Then, in your opinion, there should be some system of devolution by which the chief clerk would sign unimportant and routine letters without their coming up higher?—Yes, just as the Assistant Accountant-General signs letters which do not go as high as the Accountant-General.

4788. What would be the relation of the chief clerk and Registrar to the Assistant Under Secretary?—He would be exactly in the same position in regard to the Assistant Under Secretary that the Deputy Accountant-General and the Assistant Accountant-General are to the Accountant-General, and that the Assistant Director of Contracts is to the Director of Contracts. If I may say so, what I think would be a satisfactory arrangement *quod* the Central Office would be this: that the central Branches, whether or not a chief clerk be eventually appointed, should be directly under the Assistant Under Secretary, and controlled by him, just as the Account Branches are controlled by the Accountant-General and the Contract Branches by the Director of Contracts. That would relieve the Permanent Under Secretary of an enormous amount of very inferior work with which he is burdened at present.

4789. Was not that the case before Sir Ralph Knox took over the responsibility?—Yes, very much more so than it is now. In the days of Sir Ralph Thompson, I must say that not very much was done by the Assistant Under Secretary of State, but I think that was mainly attributable to the fact that the then Assistant Under Secretary of State, although a most excellent official, and most willing and anxious to do his duty, had been a regimental officer the whole of his life, and had had no training or experience in administration, but was suddenly pitchforked, if you will pardon the term, into a position of responsibility and control in a public department, and I think it was very natural that he was never able to get a real grasp of his work; and for that reason Sir Ralph Thompson, who was an exceptionally capable and very quick worker, and knew the work of the department very well, naturally centred a great deal of the work into his own room which ought never to have been there, and which I know he, himself, had no wish to grasp or retain, because he often complained of having a great deal of work which ought never to have come up to him.

4790. (Mr. Mather.) But when this department was more or less under your own supervision and control as Assistant Under Secretary, why did you not carry out the reform that you contemplate?—Because I am entirely subordinate to the Permanent Under Secretary, and his views did not coincide with mine.

4791. It was that you disagreed, and therefore you gave up?—Under Lord Haliburton, when we had Sir George Lawson as Assistant Under Secretary, who was one of the ablest officials we have ever had in the Civil Service, if I may be allowed to say so, until his health entirely gave way, the two men worked precisely as I did with my Assistant at Pimlico. The papers were first posted up to the Assistant Under Secretary of State, who weeded out those of minor importance and dealt with them, passing on those of first importance, or, in which an important principle was involved, to the Permanent Under Secretary. This enabled the Permanent Under Secretary to have leisure to assist the Secretary of State, and to master the graver questions of Army Administration. This, of course, in no way militated against the Assistant Under Secretary undertaking any particular job, if I may use the term, irrespective of the ordinary papers which the Secretary of State, or the Permanent Under Secretary, would ask him to undertake as his own particular thing and to watch throughout. But the machinery, up to the time I came here, was that which I have indicated, and when Sir Arthur Haliburton was Permanent Under Secretary he never, I think I am right in saying, would do work which he thought was not the first man's work, but always looked to his second man to do the second man's work; and the result was that a very great deal of work was got through very successfully.

4792. (Chairman.) It has been suggested, has it not, that the Assistant Under Secretary, might practically discharge the duties of Chief Clerk and Registrar without having a Chief Clerk and Registrar distinct from him?—I think it is absolutely impossible, for two reasons. First of all I do not think you will ever have another Permanent Under Secretary of Sir Ralph Knox's capacity and inclination to take a great deal of work which is not really of first class importance and which would at once find its proper place with the Assistant Under Secretary. In the second place the volume of work generally of the Department is so great that it would be quite out of the question, I think, for the Assistant Under Secretary of State if he is to do these various jobs, in addition to the routine work, to act as Chief Clerk and Registrar with any success. Practically he is doing the duty of Chief Clerk now. I would like to point out with regard to this that there is an enormous quantity of work in this office, which is of a very delicate character, which has to be dealt with, and carried through more or less by one man, and which is really hardly War Office work at all, but which arises out of War Office work. With your permission, I will give an instance of that, and I will also say that it is an example of the necessity for having the Assistant Under Secretary of State a little bit freed from the lower class, the third class work, which comes up to him. In the course of the war in South Africa, it was considered advisable to expel a great number of people of various nationalities who were termed "Undesirables." We obviously at once got into very strained relations on this point with every Foreign Legation and Embassy in this country. The Foreign Office were naturally very closely interested in this matter; the Colonial Office equally so; and a triangular correspondence between the three departments arose of a character which required the greatest tact, the greatest attention and the most prompt method in dealing with it. It so happened that I was in charge when this began, and I was allowed to carry it through to the end. That (*pointing to a bundle of papers*) is the correspondence, telegrams and letters. I am not at liberty to give them to the Committee without the permission of the Secretary of State, and I do not think the Committee would want it, but here is the collection of letters, telegrams, and Minutes going on the whole day long, from the 3rd of July to the 29th of August, requiring, as I say, the greatest possible attention, and care, and a great deal of tact and a great deal of delicate handling.

4793. That is rather an exceptional case under pressure of war, is it not?—I have had a great number of cases of this class. Another case was the raising of the Yeomanry. You at once get involved in correspondence and personal relations, not only with the Yeomanry Committee, but practically with all the magnates of every county, and if you deal with that class of work as ordinary office work, you will defeat the object you have in view, because it will be scattered all over the department, each branch will deal with it from its own standpoint; and you cannot expect officers, military officers especially, in the various branches to realise the niceties of the situation in each particular district.

That is another class of work which has to be followed up and carried through.

4794. I gather that these are illustrations in support of your main contention that the Assistant Under Secretary of State has plenty of important work to do, and that he would not have sufficient leisure to devote to the Registry; and, therefore, a Chief Clerk and Registrar is necessary?—Yes. I think, also, that a Chief Clerk and Registrar is necessary, because it would be a very long job, and one which would entail the entire attention of a man for several months to elaborate and introduce a new system in the Registry which would be satisfactory. I should think it would be a year before you got it in full working order and a man trained for it.

4795. Then you advocate, very strongly, the appointment of a Chief Clerk and Registrar?—Yes, I advocate very strongly the establishment of the Central Branches which I have intimated in my table on page 15 of my memorandum.

4796. (*Sir Charles Welby.*) Would he draft letters or would he revise the drafts made in the departments?—He would, of course, draft all the letters that are now drafted in C. 2. I do not mean himself.

4797. He and his staff?—Yes; he and his staff would draft all the letters which are now dealt with by C. 2, which, as you are aware, are mainly letters between public departments, and the political letters raising questions with public bodies, and so forth; but, I think, if he were a man of position and a man of character, well suited to the place, he would also be able to improve very much the general letters. There is some correspondence in my opinion which is now carried on in the Military Branches which might be better done in the Central Branches. I do not allude to correspondence on money matters with the Treasury, but the general inclination has been to consider every letter to the Treasury as purely a finance letter, whereas sometimes we have to write upon matters in which no money question is involved at all.

4798. In fact you would be inclined, if such a Chief Clerk were established, to transfer to him a great deal of the drafting of letters of real importance which is now done by the departments?—I would be inclined to let him draft a great many of the letters, most of the letters, in fact, which did not deal with the technical and particular work of the departments from which they emanate. I would never interfere with absolute freedom of action in regard to the military authorities in the War Office. Obviously, the Adjutant-General's letters and most of the Quartermaster-General's letters would be written under their direction, and drafted as in accordance with their views; but very often questions arise in a great many cases with the Inspector-General of Fortifications, for instance, which have really nothing to do with the military aspect of the case at all; and those letters, often addressed to public bodies and to corporations who have to be humoured, would, I think, be much better done in the Central Branch by a man whose sole duty it would be, and whose literary knowledge would apply.

4799. I should just like to put to you one difficulty which strikes me in connexion with these suggestions of yours: I take it that you would propose in the case of some paper raising an important question emanating from one of the Branches of the War Office, and necessitating a reference to some other public department, or somebody outside the War Office, that the procedure should be that that proposal, after leaving the department concerned, or the departments concerned, should, in the first place, go to the Chief Clerk for him either to draft the letter or revise the draft already made by the Department concerned; it would then go from the Chief Clerk to the Assistant Under Secretary in order that he might see whether it was of sufficient importance to go further. Assuming that it was of sufficient importance it would then go to the Permanent Under Secretary, who, if it was a matter of first-rate importance, would then pass it on to the Secretary of State?—Those would be very extreme cases.

4800. It seems to me that in a case where it was of sufficient importance to reach the Secretary of State that procedure rather elaborates the circumlocution?—No, I do not follow you altogether. Practically, what I would suggest would be inverting the present system. Under the present system the officer who is dealing with the paper writes a Minute from which a letter is drafted by a subordinate in his own Branch. It is then sent up for approval if it is an important paper.

4801. Sent up to whom?—Sent up either to me or to the Permanent Under Secretary for signature.

4802. It would not go to the Chief Clerk at that stage?—I propose to invert the machinery; I should say, instead of that letter being drafted (a letter of the character which I have been indicating) in, say, a Military Branch by a subordinate who sends it on to me, and I then have to correct it very often from the purely grammar point of view, and waste a good deal of time on it, it would go to the Chief Clerk, and if it was not a very important letter, he would sign it, and ought to have authority to sign it. If it was a letter of sufficient importance, he would see that it was decently drafted before it came to me at all; then I would judge, as I do now, whether it was a letter I could sign or whether it was of such importance that it would go up, but it would only be in very exceptional cases, as is the case now, that the actual letter goes up to anybody else beyond me or Sir Ralph Knox.

4803. (*Chairman.*) Does that mean that the Chief Clerk would draft the letter upon the Minute?—Yes, his Branch would.

4804. Not that he would amend the draft that came up?—Yes; all letters not written in his Branch he would amend, if necessary, or one of his officers would.

4805. But for a certain class of letters you would make him the actual drafter?—I think it would be better in the case of letters to other public departments in which the Military aspect was not very predominant.

4806. Has that procedure been followed in any other Public Office; is it not rather that the Principal Clerk amends and frames the drafts that come up from the departments?—Yes, that is what he would do; but I think there are some letters which do not appertain to any department except the Secretarial Department of the Office; they happen to go into a Branch, because they deal with—what shall I say—the repainting of a County Council bandstand of a particular colour at Woolwich, and as such they are put down to the Woolwich number, and go to the Inspector-General of Fortifications who, I think, is very often burdened with it; very often it is merely a question of saying, "There is no objection to your painting this bandstand," and, I think, that class of correspondence would be very much better done in a Central Branch than done by highly paid Military Officers who are very busy on more important work.

4807. (*Colonel Miles.*) Would not that mean that they would have to read the whole of the papers and draft the letter on them?—I do not mean to say that I wish them all done in that way, but that by carefully going through them a certain class of letters might be added to the letters which are now written by C. 2.

4808. (*Chairman.*) I should have thought myself that the more practical way and the way that obtains in other offices is for the draft to come up from the department and then to be amended by the Chief Clerk?—That is what, I think, I indicate; that is what I suggest being done in all cases that do come on for signature. That is the system I advocate.

4809. All letters that come up from the Branches could be amended?—Yes, I must point out (perhaps it is not quite prominently before the Committee) that the letters which deal with the subject matter which is immediately under the particular Branch are signed by officers of that Branch; it is only a certain class of letters that come on at all. I am not dealing with the mass of correspondence in the office. For instance, in all correspondence with the Army the letters are signed by Adjutant-General, and neither the Permanent Under Secretary of State nor the Assistant Under Secretary of State sees them. Similarly the Quartermaster-General signs all letters that are purely Quartermaster-General letters; they never come on. But questions arise that are difficult for them to understand, that are neither fish, flesh, fowl, nor good red herring.

4810. (*Mr. Mather.*) Nobody's business?—Yes, nobody's business, and I think that all letters of that class that are nobody's business should go into the Central Office.

4811. That business is, of course, the Permanent Under Secretary of State's business?—Yes.

4812. And those matters should be regulated by him from day to day?—Yes. Take the case of the Colonial contingent over here. It devolves upon the Quartermaster-General to house and feed them, but the

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

Quartermaster-General has nothing to say to private efforts to entertain them, and yet he is deluged with letters from people, saying, "Will you let 20 of these 'men go and see a Punch and Judy show in my 'gardens to-morrow morning'?" That is not the Quartermaster-General's business at all, and very possibly the reply might be drafted by a subordinate official in the Quartermaster-General's office in a very curt and military tone which would not quite meet the case, and which would lead to friction with the public, from which this Office very much suffers.

4813. (*Sir Charles Welby.*) As a matter of fact the letter on a subject of that sort under the existing system would be drafted in the Central Branch now, in C. 2 would it not?—Practically, it is very difficult to say that they are. I think the tendency has been to take them. It is very difficult to break up a correspondence when it is once started, and, I think, it would be well to relieve the Military branches of what is not Military.

4814. (*Mr. Mather.*) In that particular class of case the Quartermaster-General would send that letter forward to the central office to be dealt with there?—Yes; practically it would never go to him at all; it would come straight to the Central Department.

4815. (*Chairman.*) A suggestion has been made by one General Officer Commanding a district, that the principal cause of delay in correspondence is the fact that all the letters which reach the War Office from whatever quarter of the world are passed into one central Registry. He has suggested that there should be several registries in the War Office, that practically every great department in the War Office should have its own Registry; and that when people are corresponding they should put some mark on the envelope to indicate to which Registry this letter was to find its way; do you think that that would be practicable?—I should think the very reverse. It would certainly lead to an enormous increase of confusion and I think of delay, and I fail to see what advantage you would get. The one means by which you may hope to keep things a bit together and pass them quickly through, is to have what you may call a post room, one place where the correspondence is poured in like the Sorting Office at St. Martin's-le-Grand, and then shoot them out with the utmost rapidity to the departments concerned. I do not know what would happen to a letter if somebody put a wrong number on its envelope and it went to the wrong Department.

4816. (*Sir George Clarke.*) But there have been a good many complaints about letters sometimes getting into the Registry and then being started on the wrong path?—I think that is attributable not to the volume of letters which go into the Registry nor to the system, which is a very good one; it was started and invented by Sir Ralph Thompson, who was an official of great experience, and works admirably. I think, if there has been delay, it has been owing to the fact that they are not properly staffed and not properly controlled. I think if they had proper officers of proper standing to control it, the actual work would be satisfactorily done.

4817. In some cases, when letters come in, it requires a considerable amount of discrimination to see off-hand to what branch they should go next?—Yes, and I think a certain amount of time is wasted, because there is not a Registrar. At present, if there are any letters in the Registry as to which the officer in charge of the Registry is in doubt (and, of course, there are many, owing to his not being a man of considerable status), he has to wait until he can get hold of either myself or Sir Ralph to know where he had better mark them to.

4818. Then, if evils arise out of a wrong distribution of letters, you attribute them to a general weakness of the head of office in discriminating power and administering power?—Not altogether. I think, perhaps, to the lack of sufficient authority to take the responsibility in many cases. If you had a chief clerk he would decide it, and say, "My opinion is that it should go to that 'branch, I have good reason for it, and it shall go to 'that branch.'" A Second Division clerk does not dare to do that, and he has to wait until he can get hold of either of Sir Ralph or myself.

4819. (*Chairman.*) He is continually referring?—He always does refer, and I should be annoyed if he did not with a great many of the papers, because I think he is not in a position to form an opinion, and ought not to decide in an important matter.

4820. (*Sir George Clarke.*) Then supposing you retain the centralised Registry, you do not think it would be a good thing that subjects of a certain class should be marked with certain letters on the envelope which would at once send them to the department concerned?—No, I do not think so. I think it is a most important thing to retain the Central Registry. Decentralisation comes in strongly when you have once started a paper; it is transmitted from branch to branch, and, I think, there is no particular undue delay in dealing with it; the machinery is sound if it is properly worked with a proper staff.

4821. You do not think it would be better to have something of the same kind as used to be done formerly. Before everything was addressed to the Under Secretary of State, I think letters used to be addressed to the departments?—Yes, but they all went upstairs just the same.

4822. You do not think it would be well to mark them outside in that way?—I do not see any advantage in it, because the great bulk of the letters which would be addressed to the Commander-in-Chief or Secretary of State or the Permanent Under Secretary, would all have to be opened in the opening room and put in their jackets, as we call them, and all entered in the Index Books with a number put against them. Otherwise, you would lose all trace of them. Whether they were addressed to one man or another, they would have to go through that mill. In olden days, when letters were addressed to the Commander-in-Chief or the Adjutant-General or the Quartermaster-General, no doubt it helped a little, because you saw at once at a glance without having to read so much, where they ought to go. I never, personally, could see the advantage of the change that was made.

4823. But it is a matter of some importance, is it not, that a letter when once issued from the Registry should be launched on the right course at once?—Yes.

4824. And its speed in passing through the office might be affected if it took a wrong start?—I do not think there is any risk of its taking a wrong start and going to the Quartermaster-General instead of the Adjutant-General. I think the lines of demarcation in the business are so clear and so distinct that the case would hardly arise.

4825. (*Mr. Mather.*) What, on a rough average, is the number of letters received in a year?—I really could not tell you. You shall have a return if you wish it.

4826. Could you give us an idea of the routine when letters come here; are they put into one room?—They go into one room and are all opened there.

4827. No matter to whomsoever they are addressed?—All letters except private ones.

(*The Secretary.*) Letters are all addressed now to the Under Secretary of State.

(*Witness.*) Some come in otherwise addressed. In point of fact, the other day the Quartermaster-General had a letter addressed to him by the Dean of St. Paul's, and on the outside of the envelope was "Quartermaster Clarke."

4828. (*Chairman.*) But the rule is that the public is given to understand that all communications should be addressed to the Under Secretary of State?—Yes.

4829. (*Mr. Beckett.*) What is the fact with regard to works letters, of which you must have a great number?—Enormous. They are marked for the consideration of the Inspector-General of Fortifications.

4830. By whom?—By the head of the Branch. If you had a chief clerk and registrar, I think he could burke the minute writing on a good many papers. If you had a man in the position and status of chief clerk and registrar, I think he could constantly take upon himself to say, "I am not going to refer this to any 'branch; it is a lunatic inventor who says he can get 'to the moon with a cannon ball; I shall send him a 'printed acknowledgment and put it aside.'" Now it is treated like first-class important letters and sent to some Branch.

4831. (*Mr. Mather.*) Is a printed acknowledgment sent to every letter, no matter on how trivial a subject?—I am not prepared to say, but in a good number of cases it is, I cannot say certainly, but I do not think there is an order, as at the Army and Navy Stores, for instance, that a halfpenny receipt card be sent at once,

(*The Secretary.*) It is in the rules; but it is not invariably carried out if there is a reasonable chance of a reply being sent in the course of a day or two.

4832. (*Chairman.*) It is observed with discretion?—So I understand.

4833. (*Colonel Miles.*) Is there any delay, do you think, in the transit of correspondence between branch and branch during the process of minuting?—In the transit of papers I think there is delay.

4834. They all go the Central Registry to be registered again in the transit?—No, they go straight from branch to branch, the number of the paper and the number of the transit is entered on a sheet and that sheet is posted up at the Registry. There ought to be no delay, but if you ask me whether there is delay, I think there is; but there again you have nobody who is keenly interested in watching the paper.

4835. (*Chairman.*) But in theory the head of one branch can carry a paper to the head of another branch, only notifying it to the Registry?—Yes, and if he were to take it with the intention of bringing it back at once he would hardly notify it.

4836. (*Sir George Clarke.*) I see on page 15 of your Memorandum you only allot one junior clerk to the Registry; is not that rather underdoing it?—I have put the minimum in all this Secretary's Office. As you know, of course, this is quite aside of any war pressure work; but I, myself, am of opinion that your Higher Division should be highly paid, and should do only very responsible work.

4837. But as regards the particular thing which is to be reorganised, to keep a more efficient watch over important papers, to record important decisions, and generally, I suppose, to watch over the transit and relative importance of papers, as you have explained it to us, it looks to me insufficient to put that whole Section C. 1 under one junior?—You must take them all in relation. I strongly object to the present system under which a junior clerk of the Higher Division is given ordinary routine work, as, I think, it is at any rate not the best work for him. The whole of this scheme, as I have said, is based upon having good men, and insisting upon getting good men, paying them well, and making them do responsible work. This Registry, you must understand, is part and parcel, it is a mere sub-division of the whole of the Central Office, and to control that central office I want a chief clerk who would be under me, a principal clerk, two seniors, and three juniors available for the work of those three sub-divisions; I think if you got a chief clerk, a principal clerk, and a senior available for the general work of the whole three branches together, one junior ought to be enough with intelligent staff clerks under him, to look after the actual registry work, because really the maintenance of discipline and intelligence is all you want.

4838. (*Colonel Miles.*) He would bring all the difficult cases to the head of his Branch?—Yes; I have worked it at the minimum, and I ought to say (I think I have said in the memorandum) that you could only work it on the figures I have given by weeding out bad men ruthlessly; it is no use keeping them. I have made no allowance for weak vessels.

4839. Then is it not hopeless to expect that we shall have no weak vessels?—I do not think so. You are doing it in the Army. I do not say for one moment that you have not got weak vessels in the Army, but still you are beginning to be very drastic in the treatment of young officers of a year's standing in the Army, and I see no reason why you should not apply the same system to the Civil Service. I would get rid of clerks in their first year's service who did not promise to develop into thoroughly efficient public servants.

4840. (*Chairman.*) Have you anything to add as regards the other two branches, C. 2 and C. 3, in addition to what is in your memorandum?—No, I do not think I have; and I would like to be allowed to say that in giving the evidence I have given to-day, if I have appeared to modify my memorandum I did not wish to create that impression. What I wish to go by is my memorandum.

4841. (*Colonel Miles.*) The first one?—Yes, on War Office Reorganisation.

4842. (*Chairman.*) Just one point as regards C. 3, the Regulations, is the Branch which copes with Regulations adequate in your opinion?—Do you mean as at present constituted?

4843. Yes?—No, I do not think so. The Office being arranged as it is, I think there ought to be a second Higher Division man there. The Army Regulations Branch is, of necessity, in close touch with very important, and very often very confidential work, and, I think, it ought not to be left in charge of a Second Division Clerk for two or three months in the year, owing to the illness or holiday taking of the Principal. But I would like to say that, coupled with the proposals which I have made, taken with the proposals which I have made for re-casting the whole three, I would not propose, as you see, in my arrangement here to add to that. The establishment has been denied what it has a right to; I have pressed for a second Higher Division man in the Regulations Branch for the last two years, but I have been denied it, and, I think, the result has been that the work of the Branch has suffered. At this moment there are a number of regulations which are practically obsolete, because it has been impossible for one man to control and supervise the work.

4844. (*Mr. Mather.*) Who has denied you the request?—Well, I have not had it.

4845. To whom did you make the request?—To the Permanent Under Secretary.

4846. Does not the whole of your evidence to-day point to this consideration, that the Permanent Under Secretary of State is charged with all the responsibilities that you have described, and if the departments are not thoroughly well administered, the responsibility must rest with him?—He would be the first to accept that responsibility; obviously he is the head of the office.

4847. And there is nothing further required so far as system is concerned, apparently; but some further administrative power is required on the part of the Permanent Under Secretary?—He has the administrative power.

4848. But if the administration is not perfect, the responsibility rests with him?—Entirely.

4849. And from what you have said to-day, nothing, it seems to me, in the nature of adding to the various departments in the way of staff, could make up for indifference on the part of the Permanent Under Secretary?—No, assuming that as a typical instance.

4850. The officer himself is there; he has been established?—Yes.

4851. He is competent to undertake all the duties you have described, and he has the power to increase the staff and raise the salaries?—No, we cannot raise the salaries.

4852. He could, if there were certain promotions required, refer the case to the right quarter and fight it out?—Yes.

4853. Therefore, indirectly he is responsible for the whole deficiency of the department that you have referred to?—Yes, the responsibility must rest with the head of the Office.

4854. Then what can anyone do from outside? If the Permanent Under Secretary is not held responsible by the Secretary of State for all these things going well, what is to be done except change the Permanent Under Secretary?—You are at present engaged, as I understand, in going into the whole question of the staff and work of the office; you are taking evidence from the various officers in it. The Permanent Under Secretary in this particular case, I fancy, is perfectly satisfied with the working of the office. I am not. It rests with you to take his view or mine.

4855. That is a point; but, so far as our inquiry goes, if we found the system in itself perfect, or practically perfect, we should be bound to say that in the carrying out of that system gross scandals, as it has been put in one case, or neglect of work in other cases take place, and we should be bound to point out that the system is all right but the administration all wrong?—If you take my view, but it does not in the least follow that you would take my view.

4856. That is your view?—My view is as I have ventured to place it before the Committee.

4857. Am I right in assuming that that is the view that you hold, that there is nothing to change in the system, but it requires to be managed in a more masterly manner?—I have been endeavouring to show what changes I consider necessary.

4858. (*Chairman.*) Is it not this, not that there is nothing to be changed in the system, but that the

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

Mr.
G. D. A. F.
Wilson, C.B.

19 Feb. 1901.

Permanent Under Secretary would have power to change it in any direction if he thought it advisable?—Yes.

4859. (*Mr. Mather.*) So that the remedy is to fix upon the Permanent Under Secretary the responsibility of carrying out all these acts of administration in the most perfect way?—Yes; but only to this extent. The responsibility for the Army rests with the Commander-in-Chief, but you can easily and readily understand that it may be advisable to go into the question whether the Quartermaster-General's Branch had not better be worked in another way and the Adjutant-General's Branch had not better be worked in another way. You ought not to destroy, and never can destroy, the responsibility of the titular head of the place; but when you are making an inquiry such as you are at present engaged upon, I presume that you take the evidence of the various officials in order to see how the present arrangements work and whether they would be improved by certain modifications.

4860. We are only making inquiry to-day as to how the Central Office has been worked under the head of the Central Office; therefore, we are really examining into the effects of the administration of a certain high official of the War Office?—As personally responsible to the Permanent Under Secretary for these three offices (or two of them: one I have shed) I have endeavoured to place before you the reasons why I am not satisfied with their composition and with the outcome of their work, and to indicate in what direction I would like to see them altered.

4861. And if you were the Permanent Under Secretary of State, you would see no difficulty yourself in altering the system to suit the views which you have expressed to-day?—No, none whatever; that is what I have endeavoured to indicate; it would only be a question of getting the Secretary of State to approve and the Treasury to grant.

4862. (*Chairman.*) Let us come to a concrete instance. When you say that there is a point at which although the Permanent Under Secretary of State is responsible and has power you can assist him, you should practically strengthen his elbow. I think it is Sir Ralph Knox's opinion and also yours that the Higher Division Clerks should, as regards pay and prospects, be put upon what is known as the Ridley scale. I think that has been put forward by the War Office again and again and has been always refused by the Treasury?—Yes.

4863. If this Committee made a recommendation that they thought that essential, we should be forwarding the views of the Permanent Under Secretary?—Yes, I might point out that I do not think those proposals have ever been put forward to the Treasury coupled with such a large reduction of the Higher Division staff as that which I venture to propose.

4864. That is to say, when those proposals have been put forward by the Permanent Under Secretary, the Treasury have, I believe, always maintained the attitude that they were perfectly willing to accept them, provided there were a material decrease in expenditure?—Yes, in numbers; and I have ventured to attempt to indicate how the two should be carried out, the reduction of numbers and the increase of salaries. I think you will find it on pages 15, 16, and 17.

4865. (*Mr. Mather.*) Reduction of numbers, increase of salaries, and total decrease of expenditure?—I think I show a slight decrease; you have it on page 17.

4866. (*Sir George Clarke.*) Your principle is that the work would be better done by fewer people, provided the general average standard was raised?—Yes, and I think that is the experience one derives from looking at almost all public institutions; great numbers of underpaid men do much less work than a smaller number of well-paid men.

4867. (*Sir Charles Walby.*) With regard to this scheme set forth in your Memorandum, do you not think it leads to a rather elaborate chain of responsibility?—Would you mind telling me which you refer to?

4868. On page 15. As I understand it, supposing an important question arose in the Army Regulations Branch, requiring reference (say) up as far as the Permanent Under Secretary, under your proposed re-organisation, C. 3, the Registry Branch would refer the matter to the principal clerk, who would be common to the 3 C's; he would refer to the chief clerk who is in general charge; the chief clerk would refer the matter, as I understand from your proposal, to the

Assistant Under Secretary, and the Assistant Under Secretary, if he thought it of sufficient importance, would send it on to the Permanent Under Secretary?—No, I do not think that would be necessary at all. In the first place, you are taking only an instance in which the paper would go up to the Permanent Under Secretary.

4869. Yes, I take that?—Then in that case I think it would be perfectly reasonable for the principal clerk to pass it up straight to either the Assistant Under Secretary or the Permanent Under Secretary; that practically is the system we have already adopted in the office. The Assistant Accountant-General passes papers straight up to the Accountant-General, or even the Financial Secretary when it is obviously a big thing. For, instance, C. 3 in dealing with Regulations would never dream of passing through all those persons a mere paper, of which there are a great many, which requires the mere formal approval of the Secretary of State.

4870. (*Sir George Clarke.*) But, as a general principle, do you not think it is undesirable to have a continually ascending scale of individuals? Here we have, I see, taking this one branch, the Principal Clerk, then the Chief Clerk, then the Assistant Under Secretary, and, lastly, the Permanent Under Secretary; does not that mean, in practice, that everything must go up to the Permanent Under Secretary successively through all those people?—No, certainly not; you must not lose sight of the fact that the Permanent Under Secretary is the head of the whole office for the work of the whole office; he is not answerable for one particular branch; he is working the whole department. His assistant, to enable him to get through the great volume of work, and to take his duties when he is away, is the Assistant Under Secretary of State. This is a particular branch of the office, just as the Quartermaster-General's Branch is a branch of the office, but the head of the Army, as a whole, is the Commander-in-Chief. This is only a section of the many branches which are under the Permanent Under Secretary, assisted by the Assistant Under Secretary, and most of the work of it would never go beyond the Chief Clerk.

4871. But in actual working the Principal Clerk could not very well say, "This is a paper which had better go to the Permanent Under Secretary at once," could he?—Yes, he certainly could.

4872. Then would his immediate chief, the Chief Clerk and his next chief, the Assistant Under Secretary, not be aggrieved?—No, they would say at once, as they do now, "This is obviously a big thing and had better go straight to Sir Ralph." It is an understood thing that there should be a certain amount of division in the actual class of work which you take. There are many papers that I never would see at all; they would be obviously papers for the immediate consideration of the Secretary of State on one minute from the Permanent Under Secretary.

4873. Then it is possible to drop out links from this somewhat long chain?—Yes. The object of putting in the chief clerk is as much as anything to arrest a great deal of indifferent work going up to these people; the various branches of the War Office are smothered in detail work of secondary importance, and you can only stop that by having a buffer. I may perhaps be allowed to read for the information of the Committee an office memorandum which has been issued under the instructions of the Secretary of State, and which runs as follows:—"In no case will a paper be minuted 'by more than one gentleman in the room from which it emanates, or, in all but exceptional cases, by more than one staff officer, before it reaches the Financial Secretary, or the Secretary of State, as the case may be.' Then this is the point:—"The Permanent Under Secretary and the Assistant Under Secretary will not both minute papers. The Assistant Under Secretary will go direct to the Secretary of State on papers which he deals with." That principle would be carried right through whether you had a Chief Clerk or not.

4874. But that, of course, is a recent office regulation?—Yes; it is one I have been asking for for a very long time; it does not affect my view of the situation, I mean.

4875. (*Chairman.*) To turn to another point in your memorandum discussing the agency which should be employed in the Military branches; at the top of page 5 you say that you are "strongly of opinion that the constitution of the Military branches should be en-

"tirely Military." I want to call your attention to the word "entirely"; does that mean that there should be no Civil clerks at all?—Yes.

4876. That there should be no Second Division Civil Clerks with Military officers over them?—Yes.

4877. But that the whole branch, from top to bottom, should be Military?—Yes. One of my objects is the creation of what is very much wanted, namely, reliable, intelligent, and well-trained Military clerks.

4878. Apart from the object of creating (certainly an object worthy of attention) efficient Military clerks, do you think that the work in the Military branches would be done better and more economically if the Second Class Clerks had their places taken by Military clerks?—I do not say more economically, but practically the clerks I indicate as Military clerks would be Second Division Clerks in uniform.

4879. I think it has been stated, has it not, by Sir Ralph Knox, as the result of his experience, that he thought the Second Class Civil Clerk was a more economical agent than the Military clerk?—I quite agree, if you take the Military clerk as he is now; but the Army is suffering, and suffering greatly, from the want of properly trained good Military clerks; the supply is very small indeed, as any soldier will tell you, and the difficulty is especially with the supply branches; and the orderly work generally in districts is suffering very much owing to a lack of those clerks, and I want to make this a nursery of them.

4880. Then your object in advocating the exclusive recruiting of clerks for the Military branches from Military clerks is rather to train up Military clerks for the Army than to promote greater efficiency here?—I think you would get greater efficiency also.

4881. In the long run?—When once you had got your material. Given your trained staff, when you had got your clerks, which you require to create to a certain extent, I think it would work much better. There is a tendency now in these mixed branches to—well, how shall I put it without being offensive—to ring the changes a little bit on the Civilian *versus* Military, and Military *versus* Civilian. If you get a very sharp young Civilian, he soon finds that he can get a good deal out of a good-natured Military officer who is only here for a limited period; and, on the other hand, if you get a Military officer who is disinclined to work hard and to go into things himself, he finds that an intelligent young Civilian clerk can do a great deal of his work, and he trusts him, and gives him work that he would not dream of giving to a man in his own service, because the discipline element would come in.

4882. Does not the existence of a certain Civilian element made for continuity of tradition?—No, I do not think so in the Military branches; because, practically, the great bulk of the men are in subordinate capacities, who would have nothing to say to continuity of tradition; and I think I may add that great respect for tradition has been one of the sources of evil in this office.

4883. But I suppose it helps very much, when a question comes up to be dealt with, to have a man who knows how the question was dealt with ten or fifteen years ago; it is not like having to deal with it the first time?—On the other hand, you must remember that a great deal of our work is governed by military regulations, and they vary every month.

4884. I think in every business one regards it as a very important element that there should be one or two gentlemen with long experience of tradition and usage?—Yes, and you will have those men in the office, just as you have them in a City office; but you do not require to have that traditional knowledge, if I may put it so, in all the sub-divisions of your City office, and we do not want it here.

4885. (Sir George Clarke.) The Second Division Clerks do not preserve the continuity of the office in any way?—No. Where you want your continuity is in your manager and assistant manager in a bank; but you do not want continuity in the detail clerks.

4886. (Chairman.) The continuity which is now kept up in the Military branches, so far as the Civilians keep it up, is kept up by the Higher Division Clerks, is it not?—No, largely by other branches of the office. No doubt it is convenient to have a man who has at his finger ends some minute details in connexion with medals and crosses, and you do find an old clerk

who has been here for 40 years, who is a walking dictionary on some matters of very minor importance, and it is a convenience to consult him. But, on the other hand, if he is laid up with an attack of bronchitis, the whole branch is arrested, because nobody else has ever had a chance of knowing anything about it.

4887. (Sir George Clarke.) In any case, you look upon a mixed staff, Military and Civil, as wrong?—I think it is absolutely wrong from every point of view, and I think it works badly, as far as I can judge.

4888. (Mr. Mather.) That is to say, you think the Executive office should be Military?—What I call the Military branch should, in my opinion, be entirely Military. I do not think it is a good plan to mix the two.

4889. (Chairman.) What would be the opinion of the majority of officers who have administered Military branches on that subject; would not the majority of them be in favour of maintaining some Civil employment?—I think I must ask permission to point to the evidence given before the Powell Williams Committee in regard to that. The majority of Military officers were against parting with Civil clerks; but I respectfully submit that many of their objections broke down, in my humble opinion, under cross-examination.

4890. They may have broken down; but they still retained their opinion, did they not?—No, I think I may say, and say correctly, that since that evidence was given they have rather modified their attitude, and there is a tendency on the part of the Military side to accept Military officers in the place of Civilians.

4891. (Sir Charles Welby.) Do you think that the appointment of this Committee may possibly have had something to do with that tardy confession?—I think it is very likely; but I think, also, that they have got accustomed to the idea. They were very averse to it for years; it was against tradition; and then one or two broke down the rule. Sir Henry Brackenbury, for instance, at my earnest solicitation, appointed a Staff Captain instead of a confidential clerk. A very few years ago the Military heads of Departments told you that they could not get on, that it would be impossible to work their branches without a confidential clerk. Now, Sir Henry Brackenbury, has broken through that rule, and it has answered admirably; he has a young Staff Captain of the Royal Artillery, and it has worked extremely well. Another one who parted with his Civil confidential clerk and took a Military Staff Captain is Sir Coleridge Grove, the Military Secretary, and I know he is perfectly satisfied with the change.

4892. (Chairman.) Is there not a danger that these Military Staff Captains may be torn away any day for active service?—We have the case of this particular war, where there has been a phenomenal call for officers of every description. I should say that the Director-General of Ordnance's Staff Captain is probably one of the very best young soldiers in the Army; but he has not been allowed to go to the war; he has been kept here; just as the Quartermaster-General, the Adjutant-General, and the Director-General of Ordnance have been kept here.

4893. Has he not, *quâ* soldier, lost a lot of experience which he might otherwise have gained?—He has gained, on the other hand, an immense amount of experience in the home administration of an army in the field, which I take is of as much value.

4894. (Sir Charles Welby.) But it is the fact that even the original force sent out to South Africa in the first instance contained large numbers of officers who were taken away from their duties at Headquarters for that purpose?—It contained a large number of officers taken away for that purpose, but a large proportion of them were from the Intelligence Department; and I believe it is rather understood that the Intelligence Officers, who have studied the country and the particular locality where a war takes place, are to be available for the use of the General in the field.

4895. But I suppose, broadly speaking, you would say, from your experience, that it is a very great inconvenience to the proper conduct of the business of the department in time of strain that officers should be taken away from headquarters at such a time in order to take the field?—I should think it was absolutely dangerous myself; but I must point out, if you ask me that question in reference to my suggestion that the Military branches should be entirely manned by soldiers, that that hardly applies; because it is generally speak-

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

ing the high officers who insist upon going to the war, and, if they do, I do not see that there is any particular objection to the juniors going, the continuity vanishes, I mean to say, immediately. In the Nile Campaign, speaking from memory, there was a clearance of everybody out of this office, and very grave difficulties ensued I have always understood.

4896. (*Colonel Miles.*) But it was not so in this last war; a very small number of officers went?—Yes. I do not think there ever was a war where the proportion of the headquarter staff who went out has been so small; in fact, it was only when they were so short of officers that the higher military officers were allowed to go.

4897. (*Sir Charles Welby.*) But, as you say, most of the important men who were taken away were at the head?—Yes. I think, of course, it is very wrong, but what are you to do? They insist upon going.

4898. I suppose you would consider that it would be an essential condition of replacing Civilian clerks by Army officers, that some limit should be put to the extent to which such officers may be taken away from this office in order to take part in active operations?—Yes, I think so; but I think that that principle now may be taken as accepted, and I do not think anybody really combats the fact that it is the principle; you must make exceptions at times but I think that the tone of those who govern the Army is strongly averse to letting the Headquarters staff go straight away when there is a war.

4899. (*Mr. Mather.*) Would you define the Military Branches?—The Adjutant-General's Branch, the Quartermaster-General's Branch, the Director-General of Ordnance's Branch, the Military Secretary's Branch, and the Inspector-General of Fortifications' Branch.

4900. Take the Director-General of Ordnance's Branch; does not that comprise a considerable number of duties which are bound to be performed by Civilians?—I am not talking of the manufacturing establishment; I am talking of the work here—office work. I do not think there is any work in that Branch which could not be better done by soldiers with technical knowledge than by Civilians. It has gone very much better since they have reduced the number of Civilians and introduced the Military Branch.

4901. The Director-General of Ordnance's Branch all round?—Yes. I remember when many of his branches were entirely governed and controlled by Civil principal clerks, and I think the improvement is so patent as to be beyond dispute.

4902. Is it the case that his office at present is entirely administered by Military clerks?—With the exception of one branch, O. 6, which is curiously enough the Provision and Supply of Arms, Ammunition, Equipment, &c.; there they seem to have five Civilians, but with that exception they are almost all soldiers, and that I, think, is the most glaring instance of the absurdity of the present arrangement; that you have in the Director-General of Ordnance's Branch a number of civilian clerks in a branch the duties of which are described as "Provision and Supply of Arms, Ammunition and Equipment, other than those special to "Royal Artillery," &c.

4903. You would not consider the Director of Contracts' Branch a part of the Director-General of Ordnance's work, although he is there to serve him?—It has nothing to do with him at all; it is a totally different branch of the office.

4904. It was instituted to serve his purposes?—It is the purchasing department for every branch.

4905. (*Sir Charles Welby.*) Would you include the Works Department, that is to say, the Department of the Inspector-General of Fortifications?—No. I stated that I would take away the ordinary works from the Inspector-General of Fortifications. It would relieve him of a great deal of work which I think could be done by Civilians possessed of technical knowledge, and leave him more time to deal with the far more important work, the real work of his position.

4906. Do you draw a distinction, then, between barracks and fortifications?—Yes, a very marked distinction; and also between the administration of land and War Department buildings. I do not see the slightest reason why you should have highly paid expert Military officers with great technical knowledge wasting their time over the drains of a Quartermaster's house.

4907. Would it be practically possible to draw a hard and fast line as between works for barracks and buildings generally on the one side and fortifications on the other?—I see no reason why there should be any difficulty so long as the Inspector-General of Fortifications had the absolute authority as regards the place where the buildings were put, and the class of building, and non-interference with fortifications, and so forth. I do not see why the Office of Works, so to speak, the Civil Office of Works, should not provide the barracks at Knightsbridge for the Life Guards just as they are building a new War Office for the Headquarter Staff in Whitehall.

4908. Might not the contract for some building at a station include both defensive works and barracks which might be almost part of the same building?—I do not see why it should, but if it did, obviously no arrangement should be allowed to interfere with the Military necessities of the case. You may have an exceptional case of that character, but there are an enormous number of cases where that difficulty would not arise.

4909. (*Sir George Clarke.*) If you made the Civil Works Branch a special one, built up from the ground floor, would it not give rise to considerable expense?—I do not think so. I do not see why the Office of Works should not do it.

4910. You would have to employ some highly trained Civilians with large salaries?—The Office of Works undertakes all the buildings for the Government, some of them of the highest class and character.

4911. But such things as the requirements and even the prejudices of soldiers have to be considered in building a barrack?—I think there would be no difficulty. First of all, I think a great deal more should be done in having what I call standard patterns for barracks and Government buildings. I think there is a shocking waste of time and money in developing particular plans for particular houses on particular spots. I believe a great deal could be done by having standard patterns and plans, and, if you had those, you could put out your Barrack A. or Barrack B. to contract, that plan having been first passed, if you like, by the Inspector-General of Fortifications, and the Quartermaster-General, of course. I do not propose that a Civilian should build any barrack as he pleases, but the actual building work, I think, might be perfectly well controlled and dealt with by Civil establishments, and I think it would be a great relief to the Inspector-General of Fortifications.

4912. In the out stations a great deal of building work is in Military hands, and you would have, would you not, to establish branches for this new Civil work all over the world?—No, I do not think so. I think, if you had a small job, there would be no reason why a local engineer should not undertake it just as the Office of Works would use any machinery that was available on the spot in connexion with a legation house or a consulate abroad.

4913. (*Mr. Mather.*) As a matter of fact, the Civilians build the barracks; it is all done by contract?—Yes.

4914. And a Royal Engineer, whom the General Officer Commanding may have about him, acts as Clerk of the Works?—But you will find that there are a very large number of highly paid officers at Headquarters engaged on nothing but the Works Division of the Inspector-General of Fortifications.

4915. But that would include fortifications?—No; I am talking of the Works Division.

4916. (*Sir George Clarke.*) You mean rather, do you not, that the present high cost of superintending the work in districts might be reduced by its being done by fewer officers, rather than that the Inspector-General of Fortifications' work should be reduced?—There is a large amount of work and a certain amount of highly paid staff at the Headquarters which is dealing with barrack work, but there are also in the districts a large number of Royal Engineers who are doing practically ordinary builder's work. For instance, what advantage is there, if you want a storehouse built at Pimlico, in passing it all through the Inspector-General of Fortifications' Office? It is perfectly unnecessary. Why should you not tell the Office of Works, "We want a building here of such and such a character," and they would build it for you, just as they build you a new office. When I was down there, there was always some building going on, and I

had engineer officers constantly there looking at *this* and watching *that* and coming in and measuring work, and I was ashamed to see them engaged in that class of work. If I complained of a smell in a latrine, I used to have a Captain of Engineers come down to smell it. I think it is perfectly ludicrous.

4917. But there is such an immense amount of work going on all over the country under barracks and fortifications, that you would want something more than the present Works Department?—Yes, many other considerations would affect the case as to whether that particular department could undertake it; but I think it is a pity to have highly trained Military expert officers in the enjoyment of high pay, especially at a time when we are always told that we are short of engineer officers, and when the Secretary of State is invariably pressed to add considerably to the establishment of the Royal Engineers. I think it is wasteful to have them engaged smelling small drains at Pimlico and building huts.

4918. That, of course, is not a question of the present establishment of the Inspector-General of Fortifications' Office, but is the much larger question of the possibility of making a Civil Barracks Department for the whole of the United Kingdom?—Yes, I have no doubt that it would be possible to combine with it the fullest possible use of the Commanding Royal Engineer of the district, and so forth; but, broadly speaking, without going too minutely into detail, I am of opinion that it would be a very good thing to relieve the Inspector-General of Fortifications of the bulk of his purely civilian building work, and to release thereby a number of very useful and capable engineer officers who are very much wanted for purely Military work.

4919. (*Mr. Beckett.*) I want to ask one or two questions in regard to the delay in the Registry Office. We were all very much struck in the Yeomanry Committee with the fact that we could not get answers to questions which we put to the War Office till after a delay of some days, and in some cases of some weeks. Was that in any way due to defective arrangements in the Registry Department?—No, I do not think so. In the case of the Yeomanry, I watched it carefully myself. I was closely associated, as you know, with the work of the Yeomanry Committee. The fact is, if you start an entirely new organisation and try to graft it on a very old-rooted department, it takes time to fit the one bit into the other, and we were constantly blocked for want of a decision; without your knowing it, it was constantly necessary to refer a matter to the Treasury, because it involved expense. There were no precedents for the Yeomanry, so that it created new law; and, obviously, all that tended to cripple us in our efforts to push the thing through with rapidity. I do not think there was any case in which the Registry held back papers, or in which papers were unduly detained in branches. I think it was unavoidable in every case from lack of precedent or the necessity to obtain a decision.

4920. Of course, it is hardly possible to compare such a small thing as that with the War Office here; but with regard to distribution of letters, we found it answer very well to have the special department marked on the envelope and letters sent there at once?—But you must remember that you were dealing with one thing. You very often find that it sounds to the lay mind an extraordinary thing, that if you telegraph from Dover, the telegram comes up to London to go to Shorncliffe; but it is proved to the satisfaction of responsible intelligent Officers at the Post Office that that is the most expeditious way of dealing with it. Just in the same way it seems a laboured process to subject a cheque of £1. to all the safeguards that you subject a cheque for one million to, but from a banker's point of view, you find it advisable to do so.

4921. I think you referred in your memorandum to the buff paper system; what is that system?—I was dealing with a particular department; I was merely alluding to it on the question of a check on minute writing; I found that by sub-dividing the papers of a branch into papers which were going up to the higher officials, and those which would not go up, I checked a great deal of Minute writing, because the ambitious young man who wanted to have a chance of writing fine English for the Secretary of State to see, dropped it when he found it was not going out of the branch. I found it answered very well, and I should like to introduce something of the same sort here.

4922. Have you put the suggestion before the Secretary of State?—Yes, I brought it to the notice of the Permanent Under Secretary, but it synchronised with his taking over the Registry.

4923. Do you think it is likely to be adopted so far as you can tell?—That depends entirely on what view is taken by whoever is at the head of the office. If I had charge of the Registry, I would try to introduce something of the same sort.

4924. In answer to Question 437, on page 28, of the Powell-Williams Committee, I see you make use of these words: "I fail to find any branch where the junior men can be educated in what I may call the good tone of clerical work and of dealing with papers."—Yes; I think it would be an enormous advantage to have a Central Branch or Secretariat of the character I have indicated in my evidence, if only from that standpoint. We get young untrained officials, men of distinguished academical career possibly, but not good clerks. You have to learn to be a clerk, just as you have to learn to be a soldier. They are now scattered broadcast and drowned either in the Finance Branch or the Contracts Branch or the Military Branch, and they never go through what I call a preparatory schooling in the best tone of clerical duties. I think it would be a great advantage to have a branch which you could pass your young men through and give them a training of that character.

4925. How would you secure the young men passing through that branch; would you take any man who had shown a particular capacity?—My great belief is that you should train all your men early and see what you can get out of them; one man will develop a capacity for a special work rather than another; but I should like always to try and make my man a good clerk. I think there is a great tendency, owing doubtless to the very much higher attainments resulting from the University examination which is possessed by the Higher Division men who come into our public departments, to look upon good clerking with contempt. I, being a clerk myself, and, having been a clerk all my life, consider that the first duty of a clerk is to be a good clerk, and I think it is very important to catch your young man when he comes in and to train him even to what I may call the tidy habits of an office; and I think it would be a very great advantage to have a central office where they would get what I call a good tone; I do not mean, of course, a social tone, or anything of that sort, I mean a good clerical tone.

4926. My banking experience entirely bears you out in that view; in our banks we think it necessary to train a man to be a good clerk, so that he should be capable of undertaking other duties?—Exactly.

4927. (*Mr. Mather.*) It is the universal rule of all commerce?—But I am sorry to say it is not observed in many of the Government Departments.

4928. (*Mr. Beckett.*) There is one more point, and that is with regard to the system for getting rid of incompetent men after a year's trial. You say that that might be extended with advantage?—It is a rule of the Service, but I think I would carry it out very drastically.

4929. That, of course, depends upon the head of the branch, does it not?—It depends here upon the Permanent Under Secretary, but he would be guided, of course, by the head of the branch.

4930. (*Sir Charles Welby.*) Have you ever known the rule to be enforced, as a matter of fact?—I have known it to be enforced, but not under a year; that is the point. For instance, we had a case of a man who was obviously unfitted for the duties which he would be called upon to discharge in this office. The merciful view was taken, and he was allowed to stop on here until he had been here 12 years; his incapacity then became so acute that he was turned out on, practically, no pension at all. I pointed out at the time, and I think it is very obvious, that you cannot punish a man more severely than that; you turn him adrift at an age when he cannot begin a new profession, when all his worst points have crystallised, and you give him a pension which will not keep him in bread and butter or bread and radishes. It is far more merciful to take a man when he has only been in the office a year, and you ought to be able by that time to gauge whether he will develop into a good clerk or not, and say to him, "You will very likely make a very good Civil Engineer, or a very good

Mr.
G. D. A. F.
Wilson, C.B.
19 Feb. 1901.

Mr.
G. D. A. F.
Wilson, C.B.
—
19 Feb. 1901.

" Imperial Yeoman, but you will never make a good official in a Government Department, therefore you had better go." He goes without any reflection on his character; he can get other employment; he is quite a young man, and the Public Service is materially benefited.

4931. (*Mr. Beckett.*) Do you mean to say that in your experience there has been only one case that you know of of a man being dismissed for incompetence?—I know of no other.

4932. Now, one would think that the Government Departments must teem with incompetent clerks; considering the vast number of clerks that come in, there must be a considerable proportion of them?—I think you are forgetting that in the Civil Service you have a very severe weeding process, owing to competitive examinations, before your men get into it, and, therefore, the proportion of failures would be infinitely less than it would be in commercial houses, for instance, where they take a man on the chance of his turning out well, and on his reputation.

4933. Quite so, but still the mere fact that you can point to only one case in 30 years' experience shows that the weeding out is not done so perfectly as it should be?—I prefer to answer in the words of one of my predecessors, who said that it pointed to the fact that the gentlemen who administered the business of the War Office were of exceptionally good character.

4934. (*Sir Charles Welby.*) You have only been referring to the Upper Division clerks who have had a better education?—Yes.

4935. These remarks do not refer to the mass of Lower Division clerks?—No.

The witness withdrew.

Mr.
J. A. Flynn.

Mr. J. A. FLYNN examined.

4941. (*Chairman.*) You are Principal in C. 3, are you not?—Yes.

4942. Which deals with warrants and regulations?—Yes.

4943. How long have you been in that department?—About three years.

4944. When a new regulation is made, does the proposal emanate from the particular department concerned of the Quartermaster-General, the Adjutant-General, and so on?—Yes, in the normal course.

4945. And do they put forward a draft of the new regulation?—Not necessarily. The theory is that the Branch originating the change, puts forward a draft, but they very often send the papers to C. 3, and ask us to draft it. Under the new system, which has been just sanctioned, the normal course for an important change of regulation will be for C. 3 to call together a Committee to deal with it, and draft it, or arrange who shall draft it. The new system has not actually come into working yet.

4946. Let us say for instance, that the Quartermaster-General's Branch wishes an important modification in a regulation; they would come to you with the proposal, and you would convene a meeting of certain people to consider that proposed change?—I do not think we should call a meeting if it were purely a Quartermaster-General's regulation. If it were a regulation in which several of the departments were concerned, though the Quartermaster-General took the lead, then it would be our business to call the Committee, or in some other way bring the lot together.

4947. That is to say, you would bring together the representatives of each department affected by the regulation?—That is so.

4948. That Committee would meet together and discuss it?—Yes.

4949. Would they settle on a form of drafting?—I do not think so. They would consider what arrangements should be made to put a provisional draft before them, or to draft it afterwards. You never can agree upon the form of wording a lot of matter in Committee, I think.

4950. Then who would do that; would you, after the Committee, get out a form of words, and let it be circulated to the different departments concerned?—We have hardly worked the new arrangement yet, so it

4936. (*Mr. Mather.*) On the question of clerks, when you advocate that the Military side should be entirely staffed with Military clerks, how would you provide for sufficient clerical work to be done by Military men?—That is what they would do.

4937. How would you train them to begin with?—You have a considerable number of them already called Military staff clerks; some of those men are of the greatest possible capacity from a clerical point of view.

4938. You must have a considerable number of junior clerks?—Yes, these are junior clerks.

4939. What sort of Military men would you take?—Orderly Room clerks from the ranks; a great number of your Second Division clerks have brothers who are privates in the Army, and we have had Second Division clerks who have gone into the Army because they can make a better thing of it.

4940. (*Mr. Beckett.*) Do you not find that a Military training to some extent unfits a man for clerical duties?—At present, but not with the new class that are coming on, and I want to create a new class of Military clerks. And I must point out that it is on those Military staff clerks and Orderly Room clerks that you depend to administer the whole of your Military Districts. Therefore, if those Military Districts can be worked by means of Military staff clerks and Orderly Room clerks, there is no reason that I can see why the same class of men should not do the same class of work at Headquarters; if you introduce them at Headquarters, you have the great advantage of getting your Military clerks into Headquarter work just as you do your officers, and then, when they have improved in knowledge and experience you can draft them back, as improved material, to run your Military Districts.

is difficult to say what would happen. I think the case of the Special Army Order a few weeks ago about the Imperial Yeomanry would be fairly typical. A rough draft, after a consultation between C. 3 and the Adjutant-General's Department, which was principally concerned, was drawn up by an officer in the Adjutant-General's Department. He consulted C. 3, and he consulted other people who were concerned at various stages, but still he only professed that it was a provisional draft. The Committee then met, went through the provisional draft, and made certain alterations; then after that the matter was carried through by C. 3. The matter was in final shape, and after that it became a mere matter of wording.

4951. Do you give the final wording then?—It may be that we accept the wording originally put forward.

4952. If not you give the final wording?—Yes.

4953. So as to bring it into general harmony with the expressions and language of the regulations?—I fear I must say that at present I try to bring it out of harmony with the way the original regulations are expressed, because I think they are very long winded and badly expressed.

4954. Still, I suppose, to some extent you do bring it into harmony; you do not want to get new phraseology or style?—As the lawyers say, there is always an advantage in keeping to words that have been used a long time and so have acquired a fixed meaning; and of course one would see that a warrant should go in proper warrant form, and so on.

4955. But now if this proposed regulation came up to you in a draft that was not absolutely perfect, and you cast it into its final form of language, would it be issued in that final form of language which you had given it without reference to the departments concerned?—Not unless the alterations were purely verbal.

4956. Therefore, apart from purely verbal alterations, they would assent really to the final form in which the regulation was issued?—Yes, that is so, taking always a normal case. Sometimes a thing has to go through in a hurry, and somebody has to settle it and do it forthwith; but in a normal state of things alterations would go back to the Branches principally concerned.

4957. But when a thing is done in a hurry who does it then; are you ever called upon to draw up a regulation in a hurry which has to be issued without being

referred to the department concerned?—Certainly; several regulations have been decided upon at 5 o'clock to come out that night, and they have had to be drawn up by getting together as many people as could be got. For example, both the Orders with regard to the Yeomanry, but more particularly the original Order about the Imperial Yeomanry, were drawn up in that way. There was some little complaint afterwards that some of the Branches concerned had not been consulted, though there was nothing materially wrong with the Order, as a matter of fact.

4958. That may be a matter of skilful drafting or of chance?—Yes.

4959. Does it not seem rather risky to draw up a regulation which any particular department had to carry out, without the department which had to carry it out being given an opportunity of expressing its views?—Undoubtedly; but, of course, it is for the Secretary of State, in such a case, to decide whether the haste is worth taking the risk.

4960. I suppose that does not often happen?—No. Perhaps if we had not been just having a war time, in which abnormal cases occur pretty frequently, I should not have thought it occurred often enough to mention. It would not often occur in times of peace.

4961. I understand that you are not very satisfied with the language of the regulations?—I am very dissatisfied with the way the regulations are expressed; but there are many very bad regulations, which could not, to my mind, be made much better (or I should have tried to do it) without having better rules to put in the regulations.

4962. But on the matter of the policy of a regulation you have, I suppose, practically no voice?—In theory we have none. If a regulation appears to be a bad regulation, as a matter of fact we do raise the question.

4963. If it comes in conflict with any existing regulation?—We have very little *locus standi* unless it does; but as a matter of fact if I thought a regulation were a bad regulation, and I could not say that it was in conflict with others, and object to it on technical grounds, I should go to the people concerned and mention my objection privately. They are generally very willing to consider it.

4964. You mean to say that you would question the policy, possibly the Military policy, embodied in the regulation?—I think there I had better give you an example. By some curious slip, when the Royal Reserve regiments were formed, it had been laid down—intentionally, I understand—that each old soldier who came up would wear the uniform of his old regiment. Now as all the Scotchmen, for example, were to be formed into one regiment, it occurred to me that they would look a very extraordinary figure on parade. I went and spoke to the Adjutant-General and he said it was quite absurd, and he put it right.

4965. There you were helping the department by pointing out an oversight, but that is hardly what I meant?—My point is that mistakes of that nature occur so frequently as to show that the regulations had better be framed by the people who have some voice in what is to be done, and that divorcing the making of the regulation from the making of the rules on which it is to be based is not good. The number of cases in which, from O. 3, there has come a change of the actual proposal, has been very considerable indeed.

4966. A change in the actual proposal, owing to your pointing out that the actual proposal was, perhaps, inexpedient?—Yes, there have been at least four or five such cases in the last month.

4967. (Mr. Mather.) And they might be inconsistent, I suppose, with other regulations?—They were partly cases of inconsistency. For example, in one that I raised a query on, rather through having some knowledge of pension matters than as C. 3, I pointed out that it would be inconsistent with the spirit of the regulations to give embodied Militia Service a value for pension which service as an ordinary soldier had not. They were not all cases of conflict with regulations; in some of them it was simply that the decisions were inexpedient as I thought.

4968. You have regulations, of course, classified—regulations for Volunteers, regulations for Militia, regulations for Reserves, and so on, and for the ordinary soldiers?—Yes.

4969. But it is not necessary that the regulations for one branch, say, the Militia, should be quite consistent with the regulations affecting the ordinary soldiers of the line, is it?—No, certainly not.

4970. (Chairman.) Coming back to your dissatisfaction with the way in which the regulations are expressed, is anything done in your branch to simplify the language of the regulations and Royal Warrants?—Yes, an attempt is made, but if you take, for example, the Pay Warrant. After a great deal of consideration of that warrant, I am of opinion that it could not be made a good book of regulations unless some of the conditions were simplified. If I might give an example from the part I know best, because I worked at it before I was in the Regulations Branch, I feel sure that if anyone without previous training in Army pension matters sat down to assess a dozen cases of soldiers' pensions, and I was allowed to pick out the cases and I gave them several hours to do it, they would not get more than half a dozen right. If regulations do not allow intelligent persons with some knowledge of the subject to deal with cases like that, I think they are bad regulations. On the other hand, I have read through the Admiralty pension regulations, and I believe, though I have never worked out an Admiralty pension, I could assess a sailor's pension under them. They are simple regulations; while ours are excessively complicated. Refinements have been introduced from time to time, and you cannot make good regulations while so many refinements are made, and while you give way so constantly in every case. A case comes up that only occurs once perhaps in a few years, and it is not exactly met by the regulations, and somebody invariably says: "Let us put an exception in the regulations."

4971. (Colonel Miles.) And that was true also of the old Allowance Regulations before your time?—Yes, I hope we simplified them a bit. I think they have had a great deal more revision than most regulations; I am sure they are better than the Warrant.

4972. (Sir Charles Welby.) I suppose the pay and pension regulations are complicated because the conditions of Service are so complicated; that is the root of the mischief, is it not?—That is the root of the mischief I should say with regard to pay. I am not sure that it is with regard to pensions. I think that when a man comes to a pension, he is a man of one condition, a man of long service, and has ceased to belong to many of the varied classes. I should say it is rather that we are trying to apply a system which was intended for a different state of things, for an army in which short service was the rule, and from which there would be very few pensioners and all would be under stereotyped conditions. For example, the leading rule for pension is that a man's pension shall be assessed as at the completion of 21 years' service; the assumption was that he would not be kept on beyond that. As a matter of fact, not one quarter go at the end of 21 years, so that the leading rule for assessing pensions applies to only a minority of cases. Then when it was found that men did serve after 21 years, of course, application was made for them to have more pension, and instead of having a rule basing pensions on length of service the authorities kept to the rule of assessing at 21 years with all sorts of additions and deductions. That is only one of many instances in which these additions, deductions, and refinements come in. We cannot make a good regulation if the authorities who give the decisions will have such refinements.

4973. (Chairman.) Your regulations become intricate and complex, because they have to be fitted to, and express an intricate and complex state of things?—No, I think the state of things is not so complex as the regulations.

4974. But if you have all these different classes of pay and pensions, you have to have regulations expressing all these different classes of pay and pensions?—But you could wipe away half the complications of the pension regulations if you based pensions on length of service with some allowance for superior service.

4975. Precisely, by changing the subject matter on which the regulations are based; but while the subject matter itself is so intricate and complex the regulations to express it must remain intricate and complex?—Yes, but the complications now go beyond the complications of the subject matters, I think.

4976. Those extra complications that go beyond the complications of the subject could be reduced by editing and compression, could they not?—No, because they are complications, not of regulations exactly, but of the

Mr.
J. A. Flynn.
19 Feb. 1901.

Mr.
J. A. Flynn.
19 Feb. 1901.

system. Take the rule, for example, that the pension is to be assessed in the first instance, as upon the completion of 21 years' service.

4977. I take it that is the subject matter?—I could alter it, I could simplify the regulations.

4978. If you could consolidate the present rates of pay, and all that, you could make your regulations similar, but it is the intricacy of the subject matter that causes the intricacy of the regulations?—My view is that the subject matter is made more intricate than it need be or would be if the detailed effect were considered before the decision was given.

4979. (Mr. Beckett.) But given the subject matter as it is, with no possible change in it, do you still think you could simplify the regulations?—To some extent; that is our effort.

4980. (Chairman.) I gather you could not do so to any material extent?—Not in the case of the Pay Warrant. In some cases the regulations can be improved very much by re-writing. The Volunteer Regulations and the Militia Regulations are being re-written.

4981. But not the pay and pensions?—No.

4982. They will give more trouble, I suppose, than any other?—Yes, I think so, certainly.

4983. (Sir George Clarke.) Can a soldier ever know what his pension is to be?—I do not think any soldier could make it out from the Pay Warrant.

4984. Therefore, it must operate, to some extent, against the attractions of the Army if a man can never make out what his pension is to be; and at the end, probably, when it is made out, thinks it is not as big as he expected, and so has a grievance?—Quite so; he has to go through several steps of calculation, addition, deduction, and then another addition before he can arrive at what his pension will be.

4985. (Chairman.) Given the various subject matters with which your regulations deal, in so far as you can attempt to simplify the regulations, you do so in your branch?—We do so, or we should have done so, if we had not had war, or some other pressure.

4986. You must exclude war for a moment; but in normal times you would be steadily directing yourselves to simplification of your regulations so far as the subject matter admitted?—Yes, we should take up one or two books at a time each year for re-writing and improvement.

4987. Have you a sufficient staff and sufficient time to be able to make any material impression upon that work?—We have not a sufficient staff for thoroughly recasting any number of books; we cannot very well be doing more than recasting thoroughly one book at a time—perhaps two, if we had a full staff. In my time we have not had a full staff, even during the war; leaving out the boy, we have only had three men out of four.

4988. How long with your present staff, excluding war, would it take you to recast them?—Many years, even if the present staff were raised to its normal. The theory of the authorities, not mine, is that the regulations were recast and put into good shape some years ago, and that what we are to do now is to keep on patchworking. I try to re-write faulty regulations as much as possible, and when a lot of additions are proposed I say, "Now you might re-write the thing and put it in half the space," and we do that with little pieces at a time, but it is slow work.

4989. (Mr. Mather.) Who gives you authority to do that?—We have authority to do that.

4990. You can revise, recast, and throw out matter?—If we throw out matter we should consult the branches concerned in the matter thrown out.

4991. Even if new matter conflicted with the old, could you not throw out the old without reference?—We should do so if we felt sure it was all right; but unless we found explicit directions to change it, it would indicate that something had been overlooked, and that it would be better to ask the department concerned.

4992. Do these regulations numerically increase as time goes on, or have they rather been numerically reduced?—I do not think of late years there has been very much gain or loss. I know there was an official statement in existence some years ago, before my time, that they had been reduced by a large number of pages in the total—I think to about six-sevenths of what they were; but, as a matter of fact, that was done by increas-

ing the amount printed on each page. I do not think we let them grow, because we are rather careful about that.

4993. Is it your opinion now that by proper codification of the regulations from top to bottom you could concentrate them and reduce them very much, and make them simpler to understand?—We could do that if, when we pointed out that there was some little inconsistency which complicated matters and perhaps doubled the size of certain regulations, that little inconsistency could be removed. Sometimes I am afraid it would be said, "That is an important point; it is a little point from a theoretical point of view, but if you altered it, it would hit certain deserving people very hard, and therefore you must keep your inconsistency." But I think there are a great many such inconsistencies that could fairly be removed, and provided when we found that it was necessary for simplification the pruning knife could be used a little on the matter, we could certainly improve, shorten, and simplify the regulations.

4994. To whom would you give authority to do that?—It would depend upon the subject matter.

4995. To whom do you represent the cases that occur to you of revision from time to time?—The Permanent Under Secretary, but we have had, owing to war pressure in my time, so little opportunity of doing that that it is rather what we should do than what we have done.

4996. But you have been in office three years?—Yes.

4997. And going back anterior to the war, the same thing existed?—In the earlier part of my time I was not in charge of the branch, and the then chief was not greatly in favour of reforms.

4998. Is there any means by which you could show to the proper authority a simplification, for instance, of the old pensions system, which might simplify the regulations and altogether improve the Service?—I have pointed out the necessity for a new system for pensions many times, both in writing and verbally.

4999. To the Permanent Under Secretary?—Yes, but he does not agree with the alteration.

5000. (Sir George Clarke.) In the case of the Messing allowance, which has given rise to a considerable amount of financial trouble, who would fix the conditions under which that allowance, which was originally understood to be 3d. extra pay to the soldier, was issued?—So far as I know, the conditions were fixed by the Secretary of State himself.

5001. So that it was the conditions which were fixed outside of you which made the complication in granting the allowance which has arisen?—Yes. We pointed out that complications would arise at the time the regulation was first made, and several times afterwards.

5002. When you say the Secretary of State, do you mean the Secretary of State, or would it not go beyond the Permanent Under Secretary?—It was the Secretary of State, so far as I know, in the case of the Messing allowance.

5003. That is a case, is it not, in which a very small financial loss would have been occasioned by making the regulation very much simpler, calling it pay and treating it as pay?—That was the view of the Branch, both of the then head of it and of myself.

5004. Then, as regards the Clothing Regulations, would those Clothing Regulations be settled by one of the committees you spoke of?—I do not think so; they are too technical, more what you might term departmental regulations.

5005. Then how would they be drafted?—They would be drafted; I take it, by the Clothing Department in consultation with the Finance people if the Finance department were concerned, and we should merely edit.

5006. Have you examined those Clothing Regulations yourself?—My knowledge of them is very slight.

5007. You are not able to say whether those are among the Regulations which you think could be simplified?—No; I am afraid I have not sufficient knowledge of them without specially reading them.

5008. But you know that they are exceedingly complicated in their working now, and that there are a great many complaints about them?—I should imagine that that was owing to the clothing system—the compensation system—rather than to the regulations themselves.

5009. But the regulation is the system?—But, the Regulation Branch did not make the system.

5010. But the complication of the regulation arises out of the way the compensation is worked?—I should imagine so, but I am not familiar with the Clothing Regulations, or their working. I know something of the compensation system myself, and think it an extremely bad one.

5011. Do you think that if time and labour were available, a considerable simplification and codifying of the regulations could be carried out?—Yes; but I do not think any substantial improvement could be obtained unless there were some better system put into Regulations. I think it is improvement of the subject matter even more than in the wording of the Regulations that is wanted.

5012. That is to say, in some cases altering the wording of the Regulations would really mean an alteration of policy?—Yes.

5013. (*Mr. Mather.*) Are these Regulations numbered consecutively?—No, they are not; there is a huge number of them.

5014. What number would you say?—I am afraid I really could not say off-hand. I had very short notice of being examined, or I would have looked it up.

5015. Are there hundreds?—There are over a hundred, certainly. In a book known as the General Index, there is a list, at the beginning, of Army Regulations, and I feel quite sure there are over a hundred, but I could not say how many without looking it up.

5016. (*Colonel Miles.*) When you are framing Regulations, do you ever get assistance from the Army Pay Department?—Do you mean outside the Office?

5017. Yes—say on the question of the Travelling Regulation, or Fuel and Light?—C. 3 would not do so; presumably the Pay Branch here, or the Finance Branch would, if necessary. C. 3 does not go outside the Office. It would be the Branch administering the Services in which that would be done.

5018. (*Sir George Clarke.*) I rather gather that you say that the complication arises, among other causes, from a desire to meet all exceptional cases under regulation—to cover everything as it were?—Yes, I think so.

5019. That is to say the War Office try to protect themselves in all cases that can possibly arise by a regulation which shall cover anything, and, consequently, must be somewhat complicated?—Yes. If you go back to the root of things, I should say that the red tape in the regulations, and indeed in everything else, arose from the War Office being too much harried by the Treasury, and by questions in the House of Commons, and by too much attention being paid to newspaper criticism.

5020. And carrying it one step further, it is one form of central control in detail; that is to say, the regulation has to be framed to cover everything, because the responsibility for settling anything is not delegated outside the War Office?—Yes, I think it is partly that; but I think it is still more, as you were saying previously, for the protection of the War Office. I will give you an example. I attacked the paragraph in the Queen's Regulations which says that, when soldiers are coming back from gymnastic exercise in cold or windy weather the non-commissioned officer in charge is to see that they turn up their coat collars and button them. This seemed to me an absurd regulation, and I spoke to some officers in the Adjutant-General's Department about it, and they say: "We believe that arose because some man or men caught violent colds and had pneumonia and died, and we were attacked by the Press" and by questions in the House."

5021. (*Mr. Mather.*) Could they not turn up their coat collar without orders?—That was my point. It was outside the editing of the regulations, but it seemed to me that I was editing nonsense. There are a good many more examples of that sort in the Queen's Regulations.

5022. (*Sir Charles Welby.*) That particular regulation was of old standing, was it not?—I do not know its age.

5023. (*Sir George Clarke.*) And even when you have got your regulations I suppose there are constantly cases arising which are not covered by them, which would lead to correspondence and reference here?—There always must be. I should hope you could never reduce life to a regulation.

5024. (*Mr. Mather.*) Probably there is another regulation saying that no coat collar must be turned up without the order of the Sovereign?—I cannot admit that. C. 3 would be liable to something very severe if they allowed two absolutely contradictory regulations to be co-existent.

5025. (*Sir Charles Welby.*) Sir Redvers Buller in his evidence before the Decentralisation Committee made the following remarks; he said "In my opinion, and I think I have verified it sufficiently, the whole system of reports and regulations, and warrants, under which the British Army now serves, has grown up entirely for the benefit of War Office clerks, and to find work at the War Office rather than to find control for the Army. What I mean is this, the gentlemen of the War Office do their work extremely well and accurately, but their work is work of supervision, and they do not like to let go out of their hands any power derived from a constant tying-up of Generals more and more by regulation. The result of their making those regulations in such detail is that unless they follow out that practice they have nothing to do." Should you say that it was within your competence to make regulations which should have the effect of tying up Generals Commanding Districts?—No. I should say that we are only editing the regulations. Sir Redvers Buller should have applied his remarks to the branches that make the regulations.

5026. Any regulations which would have the effect of limiting the discretionary power of the Generals Commanding Districts would emanate from the particular departments concerned with the subject?—Yes.

5027. (*Colonel Miles.*) Or they might come from the Finance Branch?—Or they might come from the Finance Branch. If I noticed a new regulation restricting the power of General Officers Commanding, having in view the report of the Decentralisation Committee, and the general understanding that that report laid down a line for the future, I should call special attention to it and ask whether it was to be allowed to go out.

5028. Can you tell us what is the procedure with respect to any proposed new regulation which emanates from the Finance Branch, what steps are taken to secure the concurrence of the Military Departments concerned?—We should refer to whatever department happened to be concerned. If it were purely a matter of accounting there would be only the Branch of the Quartermaster-General dealing with the Pay Department to consult, I think.

5029. Then it would rest with your discretion supposing a draft regulation was put forward by the Finance Department to decide whether that draft regulation should be referred to the Military Department which might be interested in it, or not?—Yes. I think we are given that discretion by the Order in Council, or at any rate by the instructions upon it. It is for C. 3, whosoever the regulation emanates from, to see that the other departments concerned are consulted.

5030. It is not your discretion, but your duty to do that?—It is our duty to do it.

5031. And you would consider that you were neglecting your duty if you adopted a regulation proposed by the Finance Branch without first of all securing that the Military Department concerned had had a voice in the matter?—Certainly.

5032. (*Mr. Beckett.*) You said that you considered the regulations drawn up for the Navy were much simpler, and a better system than those drawn up for the Army?—I was merely referring to the Pension Regulations.

5033. You could not say the same as regards any other parts of the regulations?—I have not compared them.

5034. (*Sir George Clarke.*) Do you think that great elaboration of regulations conduces in any way to economy?—I should say not. If you teach people to swim with corks they will never swim properly. The only way to make people careful is to put responsibility upon them. I remember a curious instance when the Quartermaster-General's Department took over from the Admiralty the charge for the Sea Transport for the Army. There was something that the Finance people here thought was unreasonable to ask for, but the Quartermaster-General's Department pressed the Admiralty for it. The Admiralty objected to the service;

Mr.
J. A. Flynn.
19 Feb. 1907.

Mr.
J. d. Flynn.
19 Feb. 1901.

but before the controversy was finished the Vote was transferred from Navy to Army Estimates, Quarter-master-General's Department. Sir George Lawson then said to Q.M.G. 2, "This is now your Vote; you can do as you please;" and they said, "As this is now a charge in our Vote, we will not do it," and they did not do it.

5035. (*Mr. Beckett.*) Do you consider that the ideas of policy which underlie these regulations could be carried out with equal precision by a simpler system?—Yes, if you speak of broad ideas, but, unfortunately, we do not get broad ideas; we get a decision with 10 or 12 refinements.

5036. When you say you do not get broad ideas, do you mean that by the time a new proposal arrives at the stage of being put into regulations it has been hampered and hedged round by all sorts of restrictions and additions, which make it impossible to frame a simple regulation to cover the case?—Quite so; so many people have had a voice in it, and they have each got a little bit in, and it has not been considered that the little bits do not agree with one another.

5037. (*Chairman.*) A broad idea, in the case of messing allowance, would be 3d. a day addition to every soldier; but when it is only to be given to a soldier physically equivalent to 19 it becomes complicated?—Exactly.

5038. (*Colonel Miles.*) When the regulations are finally drafted and drawn up, yours is the Branch that is finally responsible for them; is not that so?—Yes, but we are not responsible for the subject matter, though if we detect any error in that, we point it out.

5039. You have the last voice in them?—Yes, we actually send them out to the world.

(*The Secretary.*) But before they are signed they go to the Commander-in-Chief, and he can stop them.

5040. (*Mr. Mather.*) That is before you come in, for final decision?—Yes.

5041. (*Chairman.*) You put the ideas and wishes of other departments into official language?—Yes. I think it is also our duty to point out to the authorities anything that appears to be bad of any kind.

The witness withdrew.

NINETEENTH DAY'S MEETING.

THIRTEENTH DAY'S EVIDENCE.

At the War Office.

Wednesday, 20th February 1901.

PRESENT:

MR. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.O.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. Miles, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Sir RALPH H. KNOX, K.O.B., further examined.

Sir R. H.
Knox, K.C.B.
20 Feb. 1901.

5042. (*Chairman.*) I understand that you desire to give us your views upon the Central Office. I think you may take it that we are generally familiar with the way in which the work is divided amongst the three branches?—Certainly.

5043. Some statements have been made to us to the effect that the Registry does not work in the most satisfactory way possible, that there are delays about letters, that there is no officer of sufficient authority to be able to determine what is an urgent letter, that under the present system a great many of the letters which are marked "urgent" are not perhaps really urgent, and there is no head over the Registry who can control "urgency" in any way. It has therefore been argued that the Registry should be put under an officer of superior standing to the gentleman who now is at the head of the Registry. What is your opinion generally on the subject?—In former times a clerk of considerable position, a Principal Clerk, did have charge of the Registry, and, being an extremely able man, he in that position, as Principal Clerk of the Registry, did a great deal in working and managing the office. But he developed his position to such an extent, mainly due to his great personal ability, that he became, although head of the Registry, almost the Chief Officer in the whole of the Department, and rose from that position to be Chief Clerk, then Assistant Under Secretary, and then Permanent Under Secretary. I mean Sir Ralph Thompson. But what I, and most people who knew him, perceived was that in that position he was really doing the work of the Permanent Under Secretary all the time. I do not believe that for the ordinary work

of managing the Registry, the immediate work of receiving the papers and sending them out and so forth, a man of that calibre is wanted; but I do think that the Assistant Under Secretary, who is really our Chief Clerk (in fact the position was that of Chief Clerk, but in order that he might fill the position of the Permanent Under Secretary when he was away, he was made an Assistant Under Secretary), that one of the chief duties of the Assistant Under Secretary should be in his position as Chief Clerk the superintendence of the work of the Registry, and seeing that things were going satisfactorily. And it is only a person who holds such a position as that who can really, as it were, use the Registry for controlling the business of the Office; because a man who is even holding the position of Principal Clerk could not exercise any sufficient authority over the important officers who were in charge of the various branches of the department; if anybody is to pull them up, or give directions to them, it must be some one well above the position of a Principal Clerk.

5044. Would the Assistant Under Secretary's duties in normal times, excluding the pressure of military operations, allow of his devoting sufficient attention to the Registry, with a proper staff under him?—Certainly. I look upon that as one of the principal duties that he has to perform, together with the allotment of the accommodation of the Office, and looking after the Office Staff, so to speak. Those are his proper functions really.

5045. Has he been discharging them, as a matter of fact, lately?—His time has been occupied with many

other things; but those are the functions which the former Assistant Under Secretaries discharged. Sir George Lawson, who preceded the present Assistant Under Secretary, was always in constant touch with, immediately directing the Registry, and introducing changes, experiments, and improvements from time to time.

5046. The present Assistant Under Secretary, I understand, rather attempted to decline responsibility for the Registry, unless he could have a larger staff of superior officers under him?—Unless he had a senior officer sitting in the Registry to do the work himself.

5047. Then, he having declined to some extent that responsibility, upon whom did it fall?—He is not, and cannot be, disconnected from the direction of the Registry, of course; but he has not taken up, as it were, any function of looking into the procedure of the Registry, and so forth; that has been discharged by the Staff Clerk who is now in charge of it.

5048. (*Mr. Gibb.*) Might I ask, as I was not able to be here yesterday, that you should just briefly describe what duties the head of the Registry is supposed to perform?—Every letter which comes to this Office goes to the Registry and is there opened, and, according to its subject, it goes to one of the various clerks who are employed there to register it.

5049. Is the head supposed to open and read everything that comes in?—No, only the letters that come from certain offices, but the various clerks are directed to refer to him any letters of special importance, and also cases where there may be any difficulty in deciding how the paper should be registered, or to what branch it should be referred.

5050. Then the determination of the importance rests with the clerk absolutely?—Yes, with the clerk.

(*Chairman.*) With the clerk at the head of the Registry.

5051. (*Mr. Gibb.*) As I understand it, not with the head of the Registry?—No, but with the man into whose hands the papers happen to come.

5052. (*Chairman.*) Subject to the authority of the head of the Registry, to whom he should appeal in case of doubt?—Yes.

5053. (*Mr. Gibb.*) But the head of the Registry would never hear of it unless the clerk chose to bring the particular matter before him?—No, he would not; that is to say, we have been lately receiving something like 3,500 communications a day, excluding papers of certain kinds, such as the tenders for contracts, and so on, which are not registered in the same way, but go direct to the Contracts Branch. Of course, no one man could receive and handle all those letters; but it is the duty of those who open them, where a letter strikes them as important, or when it comes from an important person, to hand it over to him.

5054. (*Chairman.*) He is responsible, like the head of every other department who delegates his authority, as far as he can, to his subordinates?—Yes.

5055. (*Mr. Mather.*) And he gives his instructions to his clerks accordingly?—Yes.

5056. As he takes more or less interest in that department, he would give his own instructions to his clerks?—Yes, he would, they work under him. Of course he brings to me any important papers that reach him, and I see them also the first thing in the morning.

5057. But if the Assistant Under Secretary does not take charge of that department, it falls into the hands of his second man, his staff clerk?—Yes.

5058. And that staff clerk acts practically without any leader?—I do not think it can be said that he does not refer to other persons; he refers to the Assistant Under Secretary, and he refers to me; in fact, as I say, he brings to me letters of a certain class every morning.

5059. That is to say, within his discretion, within his own judgment?—Within his own judgment.

5060. (*Mr. Gibb.*) These are letters which he thinks you should deal with?—That I should see, at all events, when they come into the office.

5061. But the determination as to whether a particular letter is urgent, as I understand it, practically is left to the clerk who opens the letters?—It rests with him to decide whether it shall be registered as urgent.

5062. And if it did not strike him that there was any special urgency about a letter, an urgent letter would

take the ordinary course?—It would go to the Branch that had to deal with it within an hour or so, and if they were to see that it was a paper that in their opinion (they being connected with that business) was an urgent one, they would make it urgent according to our technical processes.

5063. Then all letters passing through the Registry reach the hands of the person responsible for dealing with the subject in the course of an hour or so?—Yes.

5064. (*Chairman.*) It is really the Branch who decides whether the letter is urgent or not, and puts a green cover on?—Yes, they do; but the clerks in the Registry exercise their discretion to a great extent, and a very large number of papers that emanate from them every day are put in a green cover, which is our mark of urgency.

5065. You mean to say that the Registry people put them in a green cover before distributing them?—Yes, in registering them, those that they think urgent they would put it in a green cover; but that paper would reach the Branch, whether it was green or not green, within an hour or so.

5066. Then the Branch might see other letters besides those in green covers that had gone to it already, and of itself put green covers on them?—Yes, certainly.

5067. And that happens?—Yes, that happens.

5068. (*Mr. Mather.*) But you attach, I suppose, great importance to the head of the Registry being a man of considerable ability and trustworthiness in every way?—He is a selected man, but the man who is now in charge is a man who was appointed as Second Division Clerk by competition. He has been selected from that for the higher grade in the Second Division, and then selected from that as the Staff Clerk.

5069. But was he selected to that as a Second Division Clerk, in view of the fact that the head of the office was really the Assistant Under Secretary?—Yes, certainly.

5070. So that really he ought to act as the Assistant Under Secretary of State, and you would look to the Assistant Under Secretary of State as being responsible for the action of that clerk?—Yes.

5071. But if the Assistant Under Secretary does not do that share of the work which you expect of him, who is to blame?—I do not say that the daily work of the Registry in the examination of papers and so forth in the Registry should come before the Assistant Under Secretary, but that to the extent to which the Registry is used for pushing the business through the office, watching the progress of papers through the Registry, pulling anybody up who offends against the rules, and so on, watching the machinery of the working, and observing things that may go on or that ought to be set right, or seeing that improvements may be introduced, he is the man who would be looked to for that duty.

5072. (*Chairman.*) Then in normal times you see no advantage in introducing a Chief Clerk between the Assistant Under Secretary and the Staff Clerk, who is at the Registry?—No, certainly not.

5073. (*Mr. Mather.*) There must be a considerable amount of correspondence day by day requiring an immediate reply that day, which perhaps the clerk could not allot to these various departments, which he himself would probably have to attend to. Has he any power to see that letters are answered by clerks in a formal manner; is he responsible for anything of that kind?—No, he is only responsible for sending the letter to the Branch which must deal with it.

5074. And is there a General Branch not dealing with any specific question, an Office Branch, for instance, separate from all the other departments, having to deal with what you call the ordinary correspondence?—No, the whole of the work of the Office is divided according to subjects, and according to the subject of the letter it goes to the particular sub-division or room that is charged with dealing with the business in reference to that subject. The Registry has nothing to do with considering the question at all; its function is only to receive the letter, register it, annex the papers that may have been received on the subject before and dealt with, so that the file shall be complete in going to the Branch, and to send it to the Branch that will deal with it as soon as possible, and when the paper is dealt with, to look through it, noting any important decisions as a sort of index, and putting the papers away.

Sir R. H.
Knox, K.C.L.
20 Feb. 1901.

Sir R. H.
Knox, K.C.B.
20 Feb. 1901.

5075. There would be a Commercial Department, I suppose, as well as the departments of the Quartermaster-General, the Director-General of Ordnance, and so on—a Central Commercial Department dealing with ordinary matters and general inquiries?—No.

5076. Supposing someone offers you a wonderful discovery or a patent to do something remarkable, what would be done with it?—The Director-General of Ordnance, through his Branches, deals with all such questions. The whole of the work that is in the habit of coming to us is distributed according to subjects to the officers who are responsible for dealing with each part of the business.

5077. And you can divide it up so closely that there is no difficulty in distributing it immediately?—No; but supposing there is a difficulty, the Staff Clerk brings it to me, and I give instructions.

5078. (Sir George Clarke.) The annexing of papers to a paper that comes in would often be a matter requiring considerable knowledge and experience in order to annex the right papers and analogous subjects that might be brought in?—No. Of course we direct anyone who is in correspondence with us always to quote the number which is inserted in the letter we write to them, so that it gives a clue to the former correspondence. That is a key to the papers that should be annexed to it.

5079. But beyond that there may have been previous decisions on an analogous subject, to bring which in to this matter by annexing them, would be exceedingly important?—Yes, it is important, but the Registry is in most cases able to annex papers dealing with a subject of that kind because all papers dealing with a certain subject have a similar number, and that is a clue. A man looks through the sheet of the Register to see whether the subject has been dealt with before, and, as I said, they have their index as well which denotes important decisions on the subject; they use their intelligence to attach those papers, but if they fail to do so, which is not very unusual, the Branch which deals with the particular subject possesses notes of the important papers they have dealt with,—they take a note of the important decisions—and they see before dealing with their papers—at least the best of the men in the office always see—that those papers are annexed before they can consider the subject.

5080. Then I understand that you do not consider that the Registry is working badly just now. We have a good deal of evidence on the subject that papers sometimes get lost, and do not turn up, and that other papers get started on the wrong lines. I take it that you do not hold that view?—Well, in order to get things done quickly, a certain experiment has recently been tried which it was hoped would lead to greater dispatch in some cases, which I may explain. It was thought that when a letter was written to which a reply might be expected fairly soon, that paper might be kept in that Branch awaiting a reply, so as to avoid having to send up that bundle of papers to the Registry and having it put away, so as to be able to deal with the other paper when it came in very shortly. I am afraid that has not been a success, but that keeping the papers in the various rooms (which, under the former arrangement would when dealt with, be returned to the Registry at once and put away, and then annexed to the reply when received) has led to papers becoming stranded; that whereas formerly we had the certain note in the Registry that a letter had been written on such and such a day, and was put away and could be traced at once, these papers, in an incomplete state, have remained about in the different branches waiting for the answer to come.

5081. (Mr. Gibb.) Is that failure in your judgment due to the experiment itself being on a wrong system, or to the experiment having been loosely and carelessly carried?—It has led to a large accumulation of papers in these various rooms without any very satisfactory way of keeping them.

5082. Of course the experiment as described by you would practically involve each Branch keeping an index or list or record of their own papers instead of, or in addition to, the register number?—Yes.

5083. If that were not done, you would hardly expect the experiment to succeed?—To work it properly, presses and cupboards for keeping in a very orderly and satisfactory way these papers would be required in each one of the divisions. That certainly was not done, and these papers have been kept on the desks of those

men who were awaiting these replies, and the huge accumulations of papers in the different Branches has led, I think, to some difficulty in tracing the papers from time to time.

5084. (Sir George Clarke.) Do you consider it the duty of the Registry to follow up papers from time to time and trace them through the office?—No, I do not think that is part of their duty, although I myself tried an experiment with that object a short time ago; but unfortunately this plan, which I have described, had meanwhile been introduced, which proved my experiment a complete failure. That was this: I instructed the Registry, whenever they found that a paper had not been dealt with and so returned to them within a certain time, that they should send to the Branch which had last received that paper a query to ascertain what had become of that paper, and why it was that it was not working along. Unfortunately, this plan of keeping the papers still open in the various Branches acted, of course, entirely in opposition to this machinery which I established, because a great number of the papers that were looked after in this way were found to be kept in the different rooms waiting the replies, and it had not been reported, as it were, to the Registry that the papers had been dealt with in any way. I think it would be a very good plan to revert to the old system, and also to establish systematically that plan which I have mentioned, of sending and tracing a paper which had not been finally dealt with by a query to know how it was that no steps had been taken with regard to it.

5085. (Chairman.) Then, as things are at present, if there are complaints of delays in getting answers from the War Office, you would not attribute it to the fault of the Registry?—Certainly not.

5086. But to delays in the Branches, owing to overwork or carelessness, or to other causes?—Yes, I should attribute it entirely to that.

5087. Are you aware that there are complaints of delays?—Of course people have different notions of what a delay is. Our instructions are, with regard to anybody who writes, to acknowledge the letter immediately, if it is thought that it cannot be answered at once or within a comparatively short time; I do not know but that that sometimes gets lost sight of, arising from the fact that the necessary inquiries made with regard to it have occupied an unexpectedly long time, and so delay in replying does no doubt, from time to time, take place.

5088. Are you satisfied yourself, as a general rule, with the drafting of letters that go out from the War Office?—Well, they vary certainly very much.

5089. It has been contended that if there were a Chief Clerk in charge of the Registry, a part of his functions would be seeing to the drafting of letters?—A man could not, in one Branch, draft the letters for the whole office.

5090. Not that he should draft the letters for all the branches, but that he should amend certain letters or call the attention of the branches to letters being badly drafted, and thereby exercise an influence on the side of good drafting in the Office?—Only those letters come forward for observation that have to be signed by persons of certain position. It is the etiquette of the Office that the Under Secretary should always sign letters in reply to Under Secretaries of State and to Members of Parliament, and to people in that position; but the mass of the letters are written in the branches themselves, and never come beyond them. The Principal of the Branch, or the man in charge of that Branch, is responsible for the drafting of that letter, and it could not be worked in any other way.

5091. Some branches do their drafting better than others, I suppose?—Yes.

5092. But, on the whole, are you satisfied with the drafting, or do you think it is a matter which leaves room for improvement?—It might be improved. I think, at times. Some people are extraordinarily punctilious, I do not say wrongly, as to their style. I have known persons of importance in this Office who never could see the draft of a letter that they did not re-write half of it, and others are, perhaps, too easily satisfied. Letters come up to me which I see indifferently composed; but they are sometimes written, I find out, by very eminent people indeed in the Office.

5093. (Mr. Beckett.) When Sir Ralph Thomson was the head of the Registry, did he exercise a sort of

supervision in the drafting of letters?—No, none at all.

5094. (*Chairman.*) It would be outside the function of the Registrar?—Quite.

5095. (*Mr. Mather.*) There are other functions besides the opening and distribution of letters every day in connection with the Registry: the Registry has really very large responsibility in the keeping of records of everything that passes through the War Office; it is a place of reference for papers at all times?—They are charged to look through the papers when they are finally closed, and to note any important decision that has been come to on the point, and they keep what is called an Index for such important decisions. If a subject comes up for consideration, and we want to know whether it has been previously considered, and someone recollects, as it were, a decision, but cannot make a complete reference to it, we find this Index is of very considerable use to us.

5096. (*Mr. Gibb.*) And is this the only index of important decisions that is kept?—No; every division which deals with particular subjects is charged to note important decisions as precedents dealing with the various subjects of which they have charge.

5097. (*Sir Charles Welby.*) And, of course, the Registry is also the depository for all closed papers, a storehouse, as it were?—Yes, it is a storehouse. All the papers are in their presses, some of them more handy than others: some of them, the older papers, are in our cellars, and some are upstairs near the division where the clerks are, and, of course, from time to time, we send very large numbers of old papers to the Record Office; but the main lines which are followed by the Registry are the lines which, I may say, were elaborated by Sir Ralph Thompson during a very long career, and I suppose no man ever had charge of so large a business and more carefully watched the machinery for getting through such an enormous amount of business as comes to us; he laid down those lines guided by his very long experience. The present practice follows the lines which he developed and laid down.

5098. Minus the very capable head?—No, not at all. There is a very capable head now. I know that the Registry has been in charge, since Sir Ralph Thompson left it, of men who were distinctly inferior to the man who has charge of it now, although they were Principal Clerks.

5099. By "capable," I meant a man of high standing and position in the Office; I was not referring to his actual capacity?—They were Principal Clerks.

5100. (*Mr. Mather.*) The Registry is directly under your Department, is it not?—Yes, it is in the Central Department.

5101. And you are eventually responsible for that Registry being very well conducted?—Certainly.

5102. And you would take the blame in case any irregularities came in, or any laxity of attention?—Yes, but I should look to the Assistant Under Secretary to keep me more in touch with it; he should watch the procedure.

5103. As your deputy?—Yes, as my deputy.

5104. But he, of course, is only your deputy?—Certainly.

5105. All the sins would find their way eventually to you?—No doubt.

5106. (*Sir Charles Welby.*) With regard to the functions of the Registry as regulating the progress of papers, did I correctly gather from you that they do to some extent follow up papers with a view of preventing undue delay?—No, they do not. What I said was that I started a machinery for seeing that no undue delay occurred, but I found that it failed; because, not very long before that, permission had been given to the branches to keep papers for an unlimited time waiting for replies to them instead of sending them back at once to the Registry. I think if they were all sent back to the Registry, and we then had some such machinery for sending out a kite to inquire after any paper that had not been dealt with in a certain time, that would help very considerably to push on papers.

5107. (*Mr. Gibb.*) You spoke of an order being given; did you give that order?—I gave that order, but I found that a previous change which had been introduced upset it as a piece of machinery.

5108. Introduced by you?—No.

5109. But can any body except you introduce a change of that sort?—It was just before my time—at least, that is my recollection of it—or it may have been immediately after I took charge, and it was thought that it would be a very good thing to do in order to deal with papers more rapidly.

5110. (*Sir Charles Welby.*) Then at present, may we take it that there is no systematic arrangement for preventing the side tracking and delaying of papers in the course of their progress through the Office?—No, the heads of the branches who receive those papers are held responsible for sending them on with the utmost rapidity.

5111. Is it also the fact that there is no machinery in existence, or, at all events, that it is not the function of the Registry, as at present constituted, to prevent more than one paper running on the same subject at the same time?—That is so. Of course, if a man writes a letter, if a paper arises from a letter addressed to this office, it is necessarily registered as an independent paper; then some other man may write a letter on exactly the same subject, but they must be dealt with separately, as two different communications.

5112. It is not considered to be in any way the business of the Registry to secure that two sets of papers dealing practically with the same subject should not be making their way through the Office at the same time?—No.

5113. That might easily happen under existing conditions, might it not?—A paper develops. The Quartermaster-General may start a paper on one subject, which is very cognate to a subject which the Adjutant-General may be starting at the same time; and the Inspector-General of Fortifications may also start a paper on something approximating it; and those papers as they develop might practically be dealing with the same question, though started as independent subjects.

5114. With luck?—No, not with luck; but they might go on absolutely independently, the Inspector-General of Fortifications consulting certain branches about one portion of the subject which he was interested in, while the Quartermaster-General might be consulting other people, and the Adjutant-General might be consulting others.

5115. (*Mr. Gibb.*) On exactly the same question?—Not exactly, but pointing as it were to the same question, which after it had been minuted by one or two persons might practically become the same question. But it would not be within the power of the Registry to check that.

5116. (*Sir Charles Welby.*) As a matter of fact, have you not often in your experience in this Office found inconvenience to arise from more than one set of papers on the same subject wandering at the same time through the Office, and not getting focussed by any Central Department?—Yes, I have certainly.

5117. And it is the fact that there is no definite machinery for preventing that kind of performance at the present time?—The Registry has not the machinery for doing that, certainly. I do not know that there is any. I think there ought to be a machinery, but I say that that machinery is the Army Board.

5118. (*Mr. Mather.*) What do you mean by starting a paper?—Any one of the important officers in a department may think that some portion of a subject should be taken up and considered; it is his business to be watchful, and he may send up to the Registry any Minute he may write on the subject, and so start the consideration of that subject.

5119. For distribution?—To go to the Registry, and then to be marked back to him; and then he would consult the other branches, which necessarily would have to be consulted before any action was taken upon it.

5120. That is starting a new subject?—Yes.

5121. (*Sir George Clarke.*) Then you think that the proper cure for the evils, if any, is that all the proposals should be focussed at the Army Board?—I say that all questions of any proposals should be considered in the particular branch, and, before they come to, certainly any conclusion, should be brought up by the officer who is responsible for that subject to be considered by the Army Board.

Sir R. H.
Knox, K.C.B.
20 Feb. 1901.

Sir R. H. Knox, K.C.B. 5122. And the Army Board would really do all the proposing, and by showing all its members what the others were doing it would in that way prevent two papers on the same subject starting at the same time?—Yes.

20 Feb. 1901.

5123. (*Sir Charles Welby.*) But the Army Board consists of the five greatest officials in the War Office, and you surely would not put upon those high officials of the War Office who compose the Army Board the duty of securing that papers on comparatively unimportant subjects were not overlapping each other and occupying time?—Sometimes in order to push along the consideration of a question which is urgent and which it is seen must be considered by more than one branch, those who are charged with the executive duty of carrying it out could very easily meet together as a Sub-Board as it were—they would be the lower officers—to consult about the particular points that it might be necessary to consider and deal with before any step might be taken, such as the construction of some small work, or some small questions of changes of establishment, and so on, which necessarily may affect more than two branches, and the Finance Branch when it is a question of new expenditure. If there were a machinery for bringing the representatives of those branches together to deal with the question and run it through, what would by the present system take a week or 10 days could be done in a couple of days, I think.

5124. (*Mr. Mather.*) Is not that your function now; is it not a part of the function of your office to bring together all these various representatives?—Not to call together these various individuals and tell them to consider it, because the paper would not come to me in that stage. I should not know it was going on.

5125. (*Sir Charles Welby.*) Then we may take it from you that, in your opinion, it is at all events not the function of the Registry to prevent the overlapping of papers and the undue reduplication of papers in the Office; that their responsibility begins and ends with receiving the letters and passing them to the proper branches, and that they have no discretion in the matter of what papers shall be allowed to go forward, or in seeing that the same subject is not taken up on two papers?—No, it is not their function; that duty is not entrusted to them.

5126. And in the same way, it is in no way their duty to regulate the process with which you are familiar—I think you referred to it just now—by which a paper started on a very small point grows and develops and changes into, perhaps, a very large question of organisation which may be also under discussion on another subject?—No, it is not the duty of the Registry to watch that.

5127. For example, there may be a paper touching the quality of a particular issue of saddles, and that might easily develop into an argument as to the sufficiency of the Inspection Branch, and from that as to the whole organisation of the Director-General of Ordnance's Department. Is there any machinery in existence for preventing a great question of that sort from being tacked on, inadvertently almost, as you might say, to the mere original question of the satisfactory quality of a few saddles?—No, there is no machinery which would put a check upon that. I do not think that that sort of thing arises to any extent, but certainly there ought to be an understanding that people should not fly off at a tangent and start new hares when the main subject under consideration is definite.

5128. But in practice they very often do go off at a tangent in that way, I think you will agree—

5129. (*Chairman.*) Would not the Permanent Under Secretary come in there if he found papers coming along in that way?—But they would not come to him.

5130. But if they did come to him?—Yes, if they did come to him; and if that sort of thing was developed to any large extent I think an instruction should be issued, telling people that they were not to do such things as that.

(*Secretary.*) It has been laid down over and over again that only one subject is to be dealt with on one paper.

(*Witness.*) It is, of course, difficult here with us to secure a compliance with those rules which may be laid down with regard to these things because our staff, the

staff of the Office, as you no doubt are aware, is always changing; in the Military Branches the officers serve only for five years, and some of them for less than five years, and you cannot expect them always to be *au fait* with the rules which govern the procedure in the Office.

5131. There is one other question I want to put to you, and that is with regard to the question of confidential papers and their custody, because there are a considerable number, are there not, of papers dealt with in this Office and kept in this Office which are of an extremely confidential nature?—There are a good number of papers that one would not like to have talked about outside the Office, no doubt.

5132. And they are under the charge of the gentleman who is now at the head of the Registry?—Yes.

5133. Without making the smallest reflection on the gentleman who is now at the head of the Registry, who, I believe, enjoys the complete confidence of his superiors, do not you think there is something to be said against a system which places the custody of such important documents in the hands of anyone but an official of really high standing?—No, I do not think so.

5134. You see nothing in that objection?—Nothing whatever.

5135. (*Mr. Gibb.*) I suppose these documents, if they are in the custody of the head of the Registry, are accessible to his clerks?—No, not necessarily. The Confidential Press, as we call it, is really in the charge of the head of the Registry and his assistant, and if papers are regarded as especially confidential, we have all sorts of contrivances in the way of boxes and keys in sending the papers round so that they can only be opened by these persons; and if they are marked to be treated as specially confidential, they only come into the hands of those two men. Therefore, if anything leaks out, as it were, we know through whose hands they passed.

5136. (*Chairman.*) You told us that one difficulty in getting the instructions obeyed is because in the Military Branches the officers are constantly changing, and that leads to the question of the agency which is to be employed in the Military Branches under the Military heads. It has been suggested that in the Military Branches all Civilian agency should be excluded, and that the branches should be recruited entirely from Military officers and from Military clerks; have you any views upon that point?—I think it would be extremely difficult to obtain Military clerks in the number that they would be required efficient for the work that they had to do; that is to say, soldiers, men who have been trained as soldiers and taken up the clerking work of the Army. We find very great difficulty in getting sufficient of these men for the District Offices and positions of that kind, and there is certainly not an excess of them. But if you were to add to that a demand for a much larger number for work here, and that of the best quality, I think that you would find a great difficulty in obtaining them.

5137. Would a possible compromise be that all the Higher Division clerks now in the Military Branches should be withdrawn, and that the Second Class clerks should remain under Military officers?—Of course, there are none of these plans which are unmixed goods or unmixed bads; it is a question of compromise, and balance of evils or advantages, as all things are; but I think the better plan would be to have no Higher Division men in the Military Branches, and that there should be an increase in the number of the Military officers, junior Military officers more particularly, who should be employed here, and that matters should be so arranged that the continuity of the work of the Office should be preserved by those officers succeeding one another.

5138. Not being shifted so rapidly, or all at the same time?—Or all at the same time; that if it was a five years' appointment they should be 2½ years together, so that when a new man came in his brother officer would be able to give him such an amount of training and education as would enable him to take up the work, and the official style and methods, and so forth, so that they should never be at the mercy of a man who was below them for carrying on the business of the Office; that they should be able to rely one upon another to do the work. I think that that would work very satisfactorily and that it would be a great advantage to the officers themselves, and a still greater advantage

to the Army, if a larger number of officers were passed through this Office to learn something about administration.

5139. The argument, up to the present time, in favour of keeping Higher Division Clerks has been chiefly that of continuity, has it not?—It has.

5140. You think that might practically be got over?—I think it might. I remember, however, recommending this to Sir Redvers Buller when he was here, and I was very sorry to hear him say that he did not think there were men in the Army who were competent to come up and do the work.

5141. Then as regards the Second Division clerks, would you be in favour of eliminating all the Civilian Second Division clerks, or of keeping some clerks Military and some Civilian?—I think it might be found that a mixture would be the better plan. I think you can have some Military clerks, some of the divisions of this office are worked entirely by Military clerks.

5142. And some are mixed?—There are some divisions that are entirely worked by Second Division clerks. I think the mixture is very bad; they should be either all Second Division clerks or all Military clerks, in a division, I mean.

5143. As it is desirable, is it not, to get a certain number of trained Military clerks, that rather leads to all the clerks in the Military departments being Military, if we are not to have them mixed?—No, not mixed in what we call a sub-division, or a room. I think that all the men in a room should be either all Military clerks or all Civil clerks.

5144. Then how would you do? Would you say that all the clerks in one division of the Adjutant-General's Department should be Civil, and in another division Military?—Yes, I think that would work fairly satisfactorily.

5145. (*Mr. Gibb.*) Why do you think they should not be mixed?—They are men of a perfectly different status, and there is rivalry and jealousy; and they are paid differently, and they are oil and vinegar very much. But I think that in advocating a larger number of officers being introduced to do this work, the danger is that they will not do it if they have anything like a strong body of clerks under them, especially if they are familiar with the work.

5146. (*Chairman.*) Strong Second Division clerks?—Strong Second Division clerks. The tendency would be to throw off what I should call the clerical work, which I think these men should do, on to the clerk.

5147. That is an argument for having Military clerks, is it not?—No, I do not know that it is. Occasionally you get hold of a Military clerk who is first rate, very good indeed.

5148. But he would not be as permanent as the Second Division Civilian clerk?—Yes, he would be. Many of those men who come up here as Military clerks remain here for the rest of their lives.

5149. In all cases?—Unless a man misbehaves himself.

5150. (*Sir Charles Welby.*) They cease to be Military, in fact, in anything but name?—They are always men of considerable service before they are selected to come up here as clerks.

5151. (*Chairman.*) Then it does not assist the outside districts at all to get good Military clerks who have been trained up here at Headquarters?—They are always men who have been pretty well trained outside before they come here.

5152. And when they come here they are permanent?—Yes.

5153. Do you regard that as a good system, or do you think they ought to pass to and fro?—It works fairly; I think it is the best system of working it. I think that to have an interchange of clerks between the districts and Headquarters would be very risky indeed.

5154. Then when you talk of a Military clerk, you mean a clerk who has been a soldier, but who becomes really a purely Civilian clerk?—The best educated men are selected from the regiments or the corps of the Army, and are put on to clerk's work in the various offices in the districts.

5155. But when they come here they cease to be Military, except in name?—They wear an uniform down

in the districts, and they wear an uniform up here now. But I think, whether they are in a district, a home district, or up here, they are only clerks.

5156. (*Mr. Mather.*) They keep their rank, I suppose?—Yes.

5157. Are they Captains or Lieutenants?—No, they are all non-commissioned officers.

5158. Up to what rank would they be?—A good many of them, when they come to a charge as it were, or a sub-charge, in a division here, are made Quartermasters; they get Quartermaster's commissions, they serve as Quartermasters, and they are paid (we have tried to work it on those lines) about the same pay as a Staff clerk of the Second Division, that is to say, varying from 350*l.* to 450*l.* a year.

5159. (*Mr. Gibb.*) Are they supposed to be brought here for their good, or for your good?—It is a bit of both. It is a considerable promotion to them; they serve longer here. It is a longer career for them. A man has not to retire so early, and be pensioned so early, as he would if he was in a district.

5160. (*Mr. Mather.*) They are more men of education?—They are always better educated than the rest; they are selected as clerks because of their superior education. We have had extraordinary instances of men who have taken degrees at the London University; but they are very rare birds.

5161. (*Chairman.*) Speaking generally, do you consider that the Military clerk is as efficient as the Second Division clerk?—He is always slow; you never can get him to do anything quickly.

5162. Slowness is an advantage, is it?—Well, I do not know; it is not supposed to be so here; unless you can do a thing in half the time that an ordinary individual can do it in, you are not thought anything of here.

5163. Apart from slowness, are they an economical agency as compared with Second Division Civilian clerks?—I doubt it. We get Second Division clerks who are really very good young fellows indeed. I do not say they are the larger proportion, but there are many amongst them; they come in by competition at 17 years of age; the examination is in very elementary subjects, but still the competition makes it extremely severe, and the men who take anything like good places get wonderful marks in the competition.

5164. (*Mr. Mather.*) What advantage is there in employing Military clerks at all?—It is supposed that they get on better with Military officers, that the discipline and so forth is better, but they are inferior except in very extraordinary instances, I know and I have in my mind men who were as good as anybody, who came as Military clerks into this office; extremely clever men; very good men indeed.

5165. (*Chairman.*) Apart from the fact of their getting on better with Military officers, or being supposed to get on better, do you think that these posts are looked upon as prizes which are at all valued by a soldier?—I do not think they form an attraction in recruiting, but I know of one or two cases, in the Engineers for instance where they have some very good clerical work, in which men were enlisted practically as clerks and hardly ever did a day's soldiering. A man that we had here for a long time, and who was an excellent clerk, enlisted practically as a clerk. They enlist them in the Engineers for trades, and amongst them they have the clerks. I know of a couple of men who spent almost all their time, after a few years at Chatham, here in this Office, and they were very good men indeed, especially good men for the particular class of work on which they were continuously employed all their lives.

5166. (*Mr. Gibb.*) Do you think that is a good system, that we should consider the future career of a man as a clerk, and that by enlisting capable clerks and giving them a few years' Military training, it would combine the natural advantages of both systems?—I do not think you would get, as a rule, superior men to come in as clerks; you have not anything sufficiently definite to promise them. In the case of these men that I have in my mind it was possible to make a definite promise to them, and, I think, they came in consequence of that promise.

5167. Then, as I follow your evidence, it comes practically to this: that the main advantage, if not the only advantage, in having Military clerks is that they get on better with the officers who are over them; is not that so?—Yes.

Sir R. H. Knox, K.C.B.
20 Feb. 1901.

Sir R. H.
Knox, K.C.B.

20 Feb. 1961.

5168. (*Chairman.*) Is that a very substantial advantage? Do not the officers really for all purposes get on equally well with the Second Division Civilian clerks?—I do not know that they do in all cases. Where the officers really do their work I think they may get on pretty well; but where the Civilian is left to do the work, and the officer gets the credit of it, I think it does not work satisfactorily.

5169. As regards the Higher Division Civilian clerks here, I believe you have expressed the opinion on more than one occasion that you would like to see what is called the Ridley scale adopted here?—Yes, certainly.

5170. I think you have made a request for it more than once?—Yes. I think the Office is very unfairly treated in not having as good a chance of picking its men as the other offices; it is only accidentally, when there are no vacancies in other offices, that we get the very best of the men.

5171. Why has that scale, which was recommended for all the departments by the Ridley Commission, been denied by the War Office?—Our Office is bigger than most of the offices, and the Treasury looked at it from that point of view. "You have such a lot of men, we cannot pay them all 200*l.* a year." I think that was the argument.

5172. But, as a matter of fact, in recent years you have considerably reduced the number of your Higher Division clerks?—Yes, very much indeed, and, I think, that ought to be taken into consideration. Our establishment of Higher Division clerks now is, I think, about 50; between 50 and 60.

5173. And you do not look forward to that being enlarged?—No, if we can keep upon our present lines. Roughly, the calculation was that it gave us two men in every one of our large sub-divisions, a chief and a deputy, and gave us then a small margin in excess for what we call learners, whom we look to employ as learners for about three years, and as private secretaries; but otherwise we look to have a Higher Division man as the principal, and another Higher Division man as his deputy, or second, as our establishment.

5174. You think it would be a good thing to break down that resistance of the Treasury?—I think so. I think they would be willing to give it, so far as I can hear, if we can present anything like a decent establishment. The Treasury have varied the highest rates of pay in almost all the offices, and I do not know that the work does not admit of some variation in the different departments.

5175. What you look forward to principally is the enrolment at entrance?—But I think we must preserve, at all events, our 900*l.* a year as the maximum for our Principals. The Ridley Commission really recommended 1,000*l.* a year; we have got for our Principals 900*l.* a year as the maximum, with a few appointments above it going up to 1,000*l.* That is practically our scale.

5176. (*Mr. Gibb.*) Why should a Principal in the War Office have less than a Principal in the other Public Departments?—I should be very glad to see it, I admit, the same in all the offices.

5177. (*Chairman.*) I do not think that the Ridley recommendation of 1,000*l.* has been carried out in the other departments?—No.

(*Secretary.*) It has in the Colonial and other Offices; the Home Office scale for principal clerks is 900*l.* to 1,000*l.*; the Colonial Office, 850*l.* to 1,000*l.*; the Foreign Office, 900*l.* to 1,000*l.*; the Treasury, 1,000*l.* to 1,200*l.*

(*Witness.*) If you take the larger offices like the Admiralty, the Post Office, and the Inland Revenue, you find that there is a variety. I confess I should be satisfied if we keep our 900*l.* a year for what we call the Principals, of whom we must have a large number, with what we call our staff appointments going up to 1,000*l.*

5178. But for the purpose of attracting good men to the Office, what you look to chiefly is the entrance salary?—Provided the pay of the highest appointments approximates.

5179. But the entrance salary is the difficulty there?—Yes, I think so.

5180. (*Sir Charles Welby.*) You made a remark just now, which rather surprised me, that you considered that the interchange of Military clerks between the

Military Departments of the War Office and the districts would be very risky. In what way do you mean?—I think when once you bring the men up here you should tie them finally here, and that to return to the districts with the knowledge that may have passed through their hands in this Office, where a good deal of confidential work does exist, as subordinate non-commissioned officers' clerks would be a distinctly risky thing to chance.

5181. You consider that many of them up here are practically in confidential positions?—Well, they see necessarily the papers that come into their Branch. Once a paper comes into a particular division, dealing with the questions taken up by that division, you cannot say into whose hands the papers may not go; letters may be written, letters copied, and so forth; they would have a chance of seeing all the work that is done in their division, and I think once they are up here, the more you can separate them from the men who are outside the better. It is better that those outside should not be intimate either with our ways or our staff.

5182. Then with regard to the Upper Division clerks, I understand you, on the whole, to advocate the complete removal of Upper Division clerks from the Military side, or from certain departments on the Military side, and their replacement by officers?—Yes, I do.

5183. Would that apply to all the Military Departments or only to certain of them?—I think it might apply to all the Military Departments.

5184. Including, for instance, the Works Department?—Yes.

5185. But I understand you to think it is absolutely essential, if such a change is to be successful, that the officers who replace the Higher Division clerks should really do the work themselves and not allow themselves to become figure heads, the real work being done by the clerks of inferior standing under him?—Quite so.

5186. Otherwise the result of the experiment would merely be that the work would continue to be done by clerks as before, but by clerks of inferior standing than formerly?—Yes.

5187. (*Sir George Clarke.*) Do you think that if Second Division clerks after passing their competitive examination were called upon as a condition of their appointment to serve for two or three years in the Army, that would produce a dearth of candidates?—I do certainly. I do not think these men have any notion whatever of service in the Army.

5188. But with the certainty of a prize at the end, and that being the only entrance, do you think that would choke them off?—I do not think you would get them to do it.

5189. (*Mr. Beckett.*) I see that Sir Evelyn Wood has said in evidence that he considers the clerks on the Military side are not of the same value intellectually and educationally as some of those on the Civil side; are you of that opinion or not?—The Second Division clerks are all of the same class.

(*Sir Charles Welby.*) I think that evidence refers to the Upper Division.

5190. (*Mr. Beckett.*) I should still like to have your opinion?—As regards the Higher Division men, the Military side has had the advantage of very few Higher Division men appointed under the recent Orders in Council. Their Higher Division men were men who came in under the old system, and they were not so well selected as the men are now for the Higher Division. Some of them though were remarkably good men, some few of them; but I think, as Sir Evelyn Wood says, that taking the general run of them they certainly were not such strong men as the men we get now by the competition for the Higher Division.

5191. Does not that point to the fact that if you were to make this change the work would be less efficiently done?—I am assuming that the officer who comes in would be for those purposes plus his Military experience and knowledge outside as good as the Higher Division man is.

5192. But the selection of the officer would be something of a chance, would it not, because he would have little previous experience in the particular work that he was called upon to do when placed in this position?—All the men who come up here are men who have either distinguished themselves very much as soldiers,

or have qualified at the Staff College where they undergo some instruction in almost all the subjects a man is likely to come across in the Army, and some of them, a very good proportion of the men who joined the Office in recent years as soldiers, are remarkably good men, very good men indeed.

5193. Do you find that they like to join the Office?—I think it varies. I have heard that a very few weeks' experience has sickened some men of it entirely, and others take a great interest in the thing; they see things from a different point of view, it opens their minds really, they begin to understand some of the rules and regulations of the Army, and when they go away, many of them have said that their experience of three or four years here has been absolutely, according to their opinions, invaluable to them.

5194. When you find that officers do not take kindly to the work, do you still keep them at it, or are they removed and others put in their places?—When they really do not care for it, I think they manage to get out of it. They are not here absolutely necessarily for their five years or three years; they hear of something else going, and they go in for it.

5195. Then, as regards the officers, it comes to this—that you have practically the survival of the fittest?—It ought to be so.

5196. And it is so, to some extent?—Yes, it is so to some extent.

5197. (*Colonel Miles.*) But, as a rule, officers stay when they come?—As a rule, I think you find they do, but the change must be trying. They have been accustomed to a life so entirely different out of doors, and when they come here they find that they have to work from 10 or 11 in the morning to 6 or 7 o'clock at night, and it is something so different to what they have been accustomed to that I can quite understand some men not liking to change his habits to that extent.

5198. (*Sir Charles Welby.*) But the appointment of officers to the Headquarter Staff has nothing to do with you, but rests with the Commander-in-Chief?—Yes.

5199. (*Sir George Clarke.*) Do you think that if every Higher Division clerk was required to pass a period as an officer in the Militia, it would be regarded as a tremendous hardship?—I do not see how he is to do it, but I must say I should like to see them serve as Volunteers. I did so myself, and I derived very considerable advantage from the service I gave as a Volunteer.

5200. You do not think it could be arranged, without any great detriment to the Office, that certain officers should be away for certain trainings, and others for certain other trainings, and so on?—It is very difficult to say; I never thought of that. Of course, I know there have been men in the Office, and I know some Second Division clerks who are officers in the Militia who get off for their month's training—but that means that they spend their whole holiday in that way, and some men like it; but I think they would learn quite enough as Volunteers.

5201. (*Mr. Beckett.*) I see that you have stated that it is difficult to arrive at any conclusion as to the relative cost of the Military clerk and the Second Division clerk?—I think there is very little difference between them.

5202. And as regards the Second Division clerks, I see you have said that the Military clerks, as regards quality and capacity, are not to be compared with them?—I do not think they are; the young men of the Second Division Clerks, I do not say they are all so, but a good number of them, come in at 17 years of age, they are quick-witted and intelligent and we find they pick up their work very well; and catching them young in that way they become habituated to the ways of the Office, and so on, and develop into very useful men, and some of them very good.

5203. Practically they are thoroughly well trained in the work they have to do?—Yes.

5204. Whereas Military clerks are in some ways disqualified by their previous training?—I do not know that; I do not think you can say they are disqualified.

5205. But you referred to the outdoor life, which is surely to some extent a disqualification for an indoor life?—Those men who come up to us have been clerks in their districts and they become clerks comparatively early in their Military life, and they have had a clerk's

training; but I think invariably you may say they are slow men.

5206. (*Mr. Mather.*) There seems to be no advantage in employing Military clerks so far as the Service is concerned, because it is not a training school for Military men to get to know something of Military work which may be of use to them in their after profession; but once here, they are here for life?—Yes.

5207. Therefore, they cease to be anything but clerks?—Yes.

5208. (*Colonel Miles.*) But they are clerks, are they not; those N.C.O.'s whom you propose to come here as Military clerks are already Military clerks?—Yes.

5209. And whether they are serving here or whether they are serving in a district, they are doing clerical work?—Yes.

5210. They belong to a corps, but as Military Staff Clerks?—Yes.

5211. And one advantage among others, that we gain, or which it is supposed we should gain, by having Military clerks is that they have some technical training in Military work, say with reference to the moves of troops, with reference to allowances, or that in some form or another they possess a knowledge of the questions that are dealt with in Military Branches, so that they are to a certain extent conversant with the questions?—They have a technical knowledge no doubt, but I do not think that is of very great value to them; I think that anyone who is working here in the Military Office soon picks up what is necessary.

5212. Take an embarkation; it is rather useful to a clerk to have been embarked himself?—I do not know; it may or may not be.

5213. (*Chairman.*) To come to the War Office Council. It was instituted in May 1890, was it not?—Yes, it was given a technical name and a public recognition; but such meetings had taken place for a long time before then.

5214. It was formally constituted. You, as Permanent Under Secretary, are a member of that Council?—Yes, I am always present at the War Office Council.

5215. How often does it meet?—It varies, according to the pabulum which has presented itself.

5216. It has no stated times of meeting, so many times a week or month?—No, it has not.

5217. It meets when summoned together?—When summoned together.

5218. By the Secretary of State?—Yes, and that depends upon the number of subjects which he has from day to day decided should be considered at the War Office Council.

5219. And that depends upon the idiosyncrasy of the Secretary of State to a large extent?—Yes; and as they accumulate, then his attention is drawn to the fact that there are a certain number of subjects which are outstanding which he has decided should be referred to the Council, and when three or four of them have been noted, then the Council is summoned at his convenience.

5220. Roughly speaking, how often does it meet—once a month or once in six months?—Sometimes I have known it meet more than once in a week, and once a week or once a fortnight, but recently it has not met very often. The pressure of the war business has set it aside at least.

5221. (*Sir George Clarke.*) It was not found to be wanted for the purposes of the war?—No.

5222. (*Chairman.*) Could you tell us generally what class of questions it would deal with?—There is no particular class; almost any subject may afford a question which would be considered by the War Office Council. It is summoned generally when probably there is a difference of opinion which has been expressed by various persons who have considered a subject and have minuted a paper, and the Secretary of State finds that it would be advisable that he should have a conference with these various officers together and ascertain more distinctly what their differences are. Sometimes he himself feels that he does not know enough about the subject and would like to have a conference with them in order to be instructed so as to enable him to give a decision upon the point.

5223. Then it does not meet regularly like a Board of Directors?—No, it does not.

Sir R. H.
Knox, K.C.B.
20 Feb. 1901.

Sir R. H.
Knox, K.C.B.

20 Feb. 1901.

5224. Before which all important subjects are brought?—No.

5225. If it did meet more regularly, do you think it would lead to greater despatch of business and hasten departmental operations?—Not the War Office Council, the Army Board best.

5226. (Mr. Mather.) Who are the men forming the War Office Council?

(Chairman.) They are detailed on page 41 of the War Office List: the Under Secretary of State, the Financial Secretary, the Commander-in-Chief, the Adjutant-General, the Quartermaster-General, the Inspector-General of Fortifications, the Director-General of Ordnance, and any other official who may be summoned by the Secretary of State.

(Witness.) Yes.

5227. (Mr. Mather.) They are the highest officials?—Yes.

5228. (Sir George Clarke.) I suppose the War Office Council confines itself mainly to matters of Military policy?—No, I do not think so; sometimes a knotty point comes out of the working of the Regulations and the Secretary of State does not feel competent without a conference with them to come to any decision, and he may appoint a meeting on such a subject as that.

5229. Is the general effect on the whole to lessen the amount of possible correspondence?—No, I do not think so.

5230. But in some cases I suppose it does hasten decisions?—I do not know that it does, almost every point that is discussed might be decided by the Secretary of State without any Council.

5231. (Sir Charles Welby.) Would you not say that the War Office Council had been rather used by the Secretary of State in cases where there was a very marked difference of opinion between two of his great officers who seemed to be unable to arrive at any common ground on paper, and he would then call the War Office Council together in order that the thing might be argued out before him and place him in a better position to arrive at a proper decision than by merely reading a succession of Minutes?—I have stated something very much to that effect while you were out of the room. Those are some of the subjects.

5232. (Chairman.) The Army Board meets with greater regularity, does it not?—No, it does not.

5233. Of the Army Board, the Permanent Under Secretary is not a member?—No, the Assistant Secretary of State attends, and the Accountant-General always.

5234. (Mr. Mather.) And otherwise the Commander-in-Chief?

(Chairman.) Yes, the List is given on page 40 of the War Office List.

(Witness.) The Commander-in-Chief and the chief Military officers.

5235. The Adjutant-General, the Quartermaster-General, the Inspector-General of Fortifications, the Director-General of Ordnance, the Assistant Under Secretary of State, the Military Secretary, the Director of Military Intelligence, the Accountant-General and additional members may, when necessary, be summoned by the President to attend the Board?—Yes.

5236. What are the class of subjects which are considered by the Army Board?—They are really, under the present arrangement only those questions which are referred to it by the Secretary of State.

5237. Or by the Commander-in-Chief?—By the Secretary of State.

5238. (Sir George Clarke.) And the head of a department cannot initiate a subject for discussion at the Army Board?—No, not under the present arrangement.

5239. (Colonel Miles.) It deals with promotions, does it not?—That is a Special Board.

5240. (Mr. Gibb.) Then, except for its composition, it is practically the same as the War Office Council: to talk over a matter which the Secretary of State wishes talked over in personal conference?—They are very much the same officers, certainly.

5241. (Chairman.) And neither of these Boards then could be said really to be a means of generally expediting the business of the Office by getting the

authorities from several departments to sit round the table and settle then and there the questions in which they are jointly concerned?—It is not, but the original conception of the Board was that it should be.

5242. Yes, but it is not?—It is not.

5243. Then, in your opinion, would it be an advantage if the original conception was reverted to?—The greatest possible advantage, I think.

5244. (Mr. Mather.) Would it form a solution for many of the difficulties that have caused complaints with regard to the War Office administration, if that Board were a permanent Board acting like directors do in public companies?—Yes, I think so.

5245. (Chairman.) You would advocate its meeting at stated intervals?—I would.

5246. And that any questions of moment which concerned two or three departments should, as a matter of definite procedure, be brought up before it?—I think so very strongly.

5247. Would you change its composition in any way?—I do not think so. As it is constituted, I think it is all right.

5248. I suppose in the absence of any high officer, like the Adjutant-General, his place would naturally be taken by his Deputy?—Yes, it should be.

5249. (Mr. Mather.) For current affairs any three, probably, would form a quorum; it would not be necessary for them always to attend; the Board would have a working number?—But I think a representative of each department should be present in the absence of the chief himself.

5250. And do not you think it most important that the Permanent Under Secretary should be a member of that Board of Directors, and as he is the head really, or ought to be, and I presume is nominally or theoretically the head of the whole business departments of the War Office, he should be chairman?—This is a Board that is not supposed to decide anything, but to prepare things for the decision and approval of the Secretary of State—at least that is the way I should look at it—and when the Permanent Under Secretary gives advice to the Secretary of State, it is rather after the thing has been thrashed out by the Army Board, represented as he would be, and should be, by a person entirely in his confidence, the Assistant Under Secretary; he would see that the thing was going right and was properly considered. I do not think that the Permanent Under Secretary himself need be a member of the Board.

5251. (Mr. Gibb.) But surely if such a Board were to be of any practical use, its decisions would not have to be the subject of criticism and review by the Permanent Under Secretary afterwards before submission to the Secretary of State?—They might be.

5252. Would that not be a matter in which he should be associated with the Board, in the personal discussion and settlement of each important question?

5253. (Chairman.) And give his criticism then?—I should be inclined the other way.

5254. (Mr. Gibb.) On what ground?—I think his position is better as it is for dealing with the policy of the question.

5255. His position might be better, but is the position of the Public Service better?—Yes, I think the position would be better for the Public Service.

5256. (Mr. Mather.) But that would be taking a very limited view of the utility of such a Board, would it not,—that everything had to be recorded and submitted through you to the Secretary of State? I thought from your paper that you meant that the Board should be established, as you describe it, like a Board of Directors, with administrative power, power to absolutely settle a certain class of questions of themselves within the War Office, power delegated by the Secretary of State to that Board, representing generally what might be supposed to be his view, and also acting with perfect knowledge of all questions which he could never possess, only reserving for his sanction certain high questions of state or of policy, but so far as the administration is concerned of the whole of the War Office, this Board would be responsible to him through you, or with you sitting at the Board, all in perfect contact with the routine business of every department, and in perfect harmony with the whole of the War Office?—I do not think you could give to that Board that power.

5257. (*Chairman.*) Not unless the Secretary of State attended it?—No, not unless the Secretary of State attended it. And it is rather to preserve the position and responsibility of the Secretary of State, independent of the Board, that I think it is necessary that he should not be a member of the Board. It would be open to all these officers to propose anything which they thought was for the advantage and improvement of the Army, and they would obtain the consensus of their colleagues, and they would work the proposal out completely, subject to the criticism of the financial officer who would be present on that Board. You cannot put the Financial Secretary and the Secretary of State and the Under Secretary of State on that Board; but they may all have, and should all have, a voice in dealing with the matter finally. But I would use this Board in order to secure that everything should be threshed out completely and satisfactorily, and that the pros and cons from every point of view should be ascertained and weighed before any proposal is made to the Secretary of State, and then with the scheme thoroughly and completely before him, he would be able to decide upon grounds of policy or any other important grounds, whether it was a proposal that he should adopt.

5258. (*Chairman.*) In threshing out a proposal, supposing that some members of the Board wished to shape the proposal in one way, and other members of the Board wished to shape it in another way, is there any voting at the Board?—Yes. It is not recorded, but in many cases the decision or the recommendation is made as that of the majority of the Board. There have not been many cases in which members have thought it right or advisable to dissent; but I think it was contemplated as the Board was first designed that, in the case of a dissent, it should be known to the Secretary of State before any recommendation was made.

5259. Would it be fair to say, and accurate to say, that the Board has been rather drifting into oblivion? It did a great deal of work and very good work during the war; and all that really worked very much in the way in which it was intended to work; demands came before the Board from the seat of war, and the various Chiefs foresaw or anticipated certain things that had to be done, and they did take these things (under the pressure) before the Board themselves and the Board then made their recommendations as to what should be done.

5260. Questions in which two or three departments might be interested?—Certainly.

5261. (*Sir George Clarke.*) But that procedure would have been irregular in peace time?—Yes, it would.

5262. Then your view, I take it, is that the Board is to make recommendations to the Secretary of State?—Yes, just as now an individual may make a recommendation to the Secretary of State.

5263. To make collective recommendations?—Yes.

5264. Informing the Secretary of State of any dissent?—Quite so.

5265. In such a case when a thing had been threshed out like that upon the Board, do not you think it would be an advantage to the Permanent Under Secretary to have been present, in order to have heard the arguments on all sides before making any further representation to the Secretary of State; otherwise it seems to me that he would only be in possession of the paper view of it, and would not have had the greater advantage of hearing the thing discussed by the Military officers concerned?—I do not deny that there would be advantages, but, as I have said, in most of these things it is a matter of balance, and I think that the advantage is the other way.

5266. (*Mr. Mather.*) Is not the Admiralty plan a very effective Board for administrative purposes as well as for general policy?—Yes, but there—at least, so I understand—the First Lord of the Admiralty is a member of the Board.

5267. And so in your case, I take it, the Secretary of State is *ex officio* anyhow a member of the Board?—No, he is not; he is of the War Office Council.

5268. That would practically sink into oblivion, the War Office Council?—No, I do not think it would. I think that then, if the Secretary of State could not decide upon the recommendations of the Board as put before him and when put before him, he would then

have a Council and would practically become a member of the Board, not with a view to the Council giving a decision, but with a view to his giving a decision.

5269. The Council would be the same individuals?—It would be a conference between the same individuals, but the Secretary of State would be the man who gave the decision.

5270. (*Sir George Clarke.*) Besides these two Boards, there is a Joint Committee, or Board, is there not, of the Admiralty and War Office?—Yes, there is.

5271. Does that meet often?—Not very often—according to the subjects coming up; it is not very frequently that subjects requiring the consideration of the joint Board recur, but they are always called *ad hoc* if there is any question that comes up of sufficient importance.

5272. They are questions of coast fortifications and things of that kind mostly, I suppose?—Yes.

5273. (*Sir Charles Welby.*) With regard to Mr. Mather's suggestion just now, that the Permanent Under Secretary should be Chairman of the Army Board, would there not be a little difficulty in that case from the Commander-in-Chief sitting as a member of a Board of which the Permanent Under Secretary was chairman. It is hardly in accordance with the theory of the position of the Commander-in-Chief in this Office, is it?—No, it is not.

5274. (*Mr. Mather.*) I rather put it to you as representing the Secretary of State at the moment.

(*Chairman.*) Apart from the meetings of these two Boards, would it be possible to institute lower down a Board of your officers for the despatch of minor questions?

(*Witness.*) I am very much in favour of that, too. These higher officers, members of the Army Board, would come into conference, not with a view to executing their various charges, but with a view to originating and recommending any proposals that probably the Army Board would take up. In the process of business, however, in this Office there is a large amount of executive work, which, ordinarily speaking, you would look to the head of the department to carry out entirely himself, but he finds that that work touches the work of other branches according to our division of various responsibilities, and in order to get a thing through easily and rapidly it is very advisable that the subordinate officers, the deputies, *i.e.*, the men immediately below them, should come together and consult rather than have the papers sent round to all the different Branches to see whether they have anything to say or whether it affects them more than was supposed.

5275. Should it meet regularly and at stated intervals?—I believe there is sufficient work of that kind to engage officers of that standing quite once a week; but I should like to test it and decide by experience.

5276. You would like to introduce it experimentally?—Yes.

5277. (*Mr. Mather.*) This would constitute the Board I had in my mind rather when I spoke of administrative difficulties; this Board would become a kind of executive Board in deciding the difficulties that come up?—The difficulty is in pressing forward a thing which has been determined upon.

5278. (*Sir George Clarke.*) But it could not be an executive Board because it would consist of subordinate officers who could not pledge their chiefs?—It is rather to ease the difficulties that arise and to get rid of the friction. If these men get together, they would see where the friction had to be smoothed off.

5279. (*Colonel Miles.*) You mean to carry out some proposal that had been approved by the head, say, reliefs of linked battalions, and so on?—Yes.

5280. That the subordinate members would work out the details of the principle approved?—Yes.

5281. (*Chairman.*) Who would preside at such a Board, in your opinion?—I think that is a detail which might be left; I cannot just at the moment say.

5282. (*Mr. Mather.*) Would it not come under your control as chairman?—The Assistant Under Secretary might take charge of it, I think.

5283. (*Mr. Beckett.*) Who would be the members of such a Board?—They would be more corresponding with the position of deputies. The Deputy Inspector-General, the Deputy Accountant-General, the Deputy Director of Ordnance, and those men who are really

Sir R. H. Knox, K.C.B.

20 Feb. 1901.

Sir R. H. Knox, K.C.B. charged with seeing that the work, as it were, is carried out in detail; they are responsible for the executive work of their departments.

20 Feb. 1901.

5284. (*Chairman.*) To revert to the Army Board, you attach importance to its meeting at regular intervals?—I think there is sufficient work generally to require a meeting at regular intervals; whether it should be once a week or once a fortnight is a mere detail, but certainly there ought to be regular meetings.

5285. It would have a more regular permanent life if it met more regularly?—Yes, it would.

5286. (*Sir Charles Welby.*) And you think it would not be desirable that the Army Board and the War Office Council should be merged into one Board under the Presidency of the Secretary of State?—No, I think not. I think that the Secretary of State's time is too much taken up, and I think it is necessary to preserve

his absolute independence as regards his decision upon all these matters.

5287. (*Chairman.*) Such a proposal as Sir Charles Welby has made would be equivalent to introducing the Admiralty Board?—Yes, it would be exactly the same.

5288. (*Sir Charles Welby.*) I am merely putting this as a suggestion, but of course it would be clearly understood that such a Board would not be binding on the Secretary of State?—No.

5289. It would be merely an advisory Board, just as the existing ones are?—Yes.

5290. And I believe the Admiralty Board is so, too?—Yes.

5291. (*Mr. Mather.*) But it is very clearly defined; it has an enormous influence upon the whole course of the Navy?—Yes.

The witness withdrew.

TWENTIETH DAY'S MEETING.

FOURTEENTH DAY'S EVIDENCE.

At the War Office.

Thursday, 21st February 1901.

PRESENT :

MR. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.O.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Gen. Sir H. Brackenbury, G.C.B., G.C.S.I.

21 Feb. 1901.

General Sir HENRY BRACKENBURY, G.C.B., G.C.S.I. (Director-General of Ordnance), further examined.

5292. (*Chairman.*) We have lately had it put before us that in the Military Departments of the War Office the whole of the clerical staff should be Military. I think in the Ordnance Department, looking at the War Office list, it is very preponderatingly Military?—It is so.

5293. I see that in O. 6 you have a few Second Division clerks?—Yes.

5294. Have you any views upon that subject?—O. 6 and O. 7 are the only branches of my office which have civil clerks, and I think as regards O. 6 the work is very well done, but I have discussed that with Colonel Jeans, and there is nothing in the nature of the work which could not be equally well done by Military Staff clerks. You could not take all these five men away at once and put in five Military clerks, but if, for instance, when the first one went you brought in a Military quartermaster and then, as the others disappeared, brought in a Military Staff clerk in place of each one, I think that might perfectly well be done.

5295. Then I may take it from you that you think these Second Division clerks could all be replaced by Military Staff clerks, but that as regards the public interest the work could be equally done by one set of men as by the other, but it is not desirable to have them mixed?—That is so.

5296. And as the majority of the men in the Ordnance Department are already military you would, on the whole, like to see the principle carried out completely?—Yes, I should. Perhaps I may mention that in O. 7 there is a Staff clerk, Mr. Little, who was specially brought into the War Office from the Clothing Department at Pimlico when the clothing was transferred to the Director-General of Ordnance;

because of his knowledge of the working of the Army Clothing Department; but he is too good a man for the place he is in, and there is no reason why, now that the working of the clothing is understood, he should not be replaced by a Military clerk. Then a little bit lower down in O. 7 you see "Questions connected with the dress of Officers." For that there is Mr. E. H. Dallimore who has got at his finger ends the whole of these complicated extraordinary questions of the patterns of officers' dresses and so on, and it would be very difficult to replace him by a Military clerk at present; but in the course of time he must go, and when he does go I do not see why he should not be replaced by a commissioned Military clerk, a quartermaster. The clerk holding this position has to see contractors and show them all the patterns, and it is very desirable that he should be a man in a good position, not likely to be in any way got at.

5297. Then you would make the transition from the few Second Division clerks you have to Military clerks gradually, as opportunity arises?—I would do it gradually as opportunity arises.

5298. And as regards the Military Staff clerks, is it your idea that when a Military Staff clerk comes to the War Office he should remain there permanently, or should he be transferable between the War Office and the districts?—I do not know that I have thought that question out, there is a great advantage in keeping men; of course they get to know the technical run of work and it is a pity to move them oftener than necessary, it always disorganizes the Branch for a certain time.

5299. I asked you the question because one of the arguments in favour of moving Military clerks which

has been given to us is that it has been contended that Military clerks might be trained here and then would be very valuable in the districts where it is alleged that there is an insufficient supply of good Military clerks?—Of course, at present it is rather the other way; we bring the Military clerks from the districts to the War Office, and it is rather a plum to get there, because they get better pay.

5300. It is not a question of better pay, but the idea is that you might get more efficient Military clerks in the districts if you took men that had been trained here, and that would lead to transference backwards and forwards?—I have not considered that point enough to give an expression of opinion, but I should have no objection to that if it was thought desirable.

5301. You have no Higher Division Civilian clerks at all?—None.

5302. Do you find any difficulty due to want of tradition and knowledge of the office from the fact that you have Military officers who only remain with you for a certain period and then go?—No.

5303. I suppose that is owing to arranging that they do not all go at once?—Yes, one man goes when his time comes, and another comes in.

5304. I was referring to the five years' tenure?—I think the five years' rule is an excellent one.

5305. It prevents an officer being turned into a clerk?—Yes, it prevents an officer being turned into a clerk. An officer goes at the end of his five years and another good man comes. You have to be very careful about the selection of the men you bring into the War Office. I have had more than one change since I was here in my department, and I have always found that the men I got were excellent men.

5306. But you do not find that your department suffers in continuity from the fact that these officers are continually being changed after five years?—No.

5307. (*Sir Charles Welby*.) Let us take a particular branch O. 3 of which Colonel Elmslie is the head, with only one warrant officer and five Military Staff clerks under him?—Yes.

5308. When his time comes to go somebody may be brought in from outside who has no special knowledge of the work of that Branch?—I should not bring in a man without special knowledge of the work of that Branch. All that you have to do is to bring in an able man with a good business head, with a thorough knowledge of horse, field, siege, and mountain artillery.

5309. (*The Chairman*.) Under proper sanction?—Under proper sanction.

5310. (*Sir Charles Welby*.) That actually supplies all you want, you think?—Yes.

5311. (*Mr. Mather*.) Speaking of Military clerks from the point of view of efficiency of service, do you consider that they are more capable than Civilian clerks would be throughout your Departments?—Throughout the whole Departments of the War Office do you mean?

5312. Throughout your own Departments?—They are equally capable I should say.

5313. Then is there some Military advantage in having Military clerks?—There is. It is a Military advantage, that in many of the Branches of my Department the men understand the material with which my Department has to deal, they are nearly all men who have been in the Artillery, these Military Staff clerks in my office; I will not say all, but a great number of them are.

5314. But they are selected, I presume, upon some principle of efficiency, being capable of doing the work you want them to do, with knowledge of the articles perhaps that you have to pass through your Departments?—No, I cannot say particularly that. They come in with a general knowledge.

5315. A general knowledge, with a Military bias to it?—With a Military bias. I mean a general knowledge of Military equipment.

5316. And upon that ground they are superior to Civilian clerks?—On that ground they are superior.

5317. (*Mr. Gibb*.) By whom are the Military clerks selected who come into the Ordnance Department?—By the Adjutant-General. If I want a Military Staff clerk, I apply for one, and a man is sent to me from the Military Staff clerks.

5318. And on what principle are they selected, do you know: is it simply a question of being an intelligent soldier?—I am afraid I cannot tell you. That is Adjutant-General's business.

5319. The question I was going to ask you, based on these, was whether you think it at all an advantage that a man should be enlisted with the distinct object before him of becoming a Military clerk, whether you would get a better type of Military clerk if you provided from the very beginning of his joining the Army that he was to be a clerk, and thus encourage men who really intended to spend their lives as clerks to pass, before going into the office for clerical work, some years in the Army?—I think, under the present system you get very much the same thing, because a certain number of men who are clerks or have been clerks enlist, and they are found out almost immediately and are sure to be taken. If a good clerk enlists he is sure to be taken into the Regimental Orderly Room very soon, and then he passes on from that and joins the Military Staff clerks.

5320. I think we have got the impression, at least I have, rightly or wrongly, that the Military clerk is not just as good a clerk for clerical purposes as the civil clerk?—It depends upon what the clerical purposes are. If you ask me if the Military Staff clerks as a rule would be capable of doing the work which the higher division clerks do, I should say, no.

5321. (*Chairman*.) But we are now dealing solely with Second Class clerks?—If you are dealing with the Second Class I think they are just as good. You may now and then get a man who is not.

5322. But looking to the average?—Looking to the average for our work they are just as good.

5323. We were told by one of the witnesses that he thought they were practically as good as the Second Division Civilian clerks, but on the whole slower?—I have not had personal experience of their work to enable me to say that, I never see it practically; I do not see the clerks in my office. I ask about them from the heads of the branches. I see their work and it is very good. They draft letters, and draft them very well.

5324. Have you any particular recommendations with regard to what we may call the internal organisation of your Department to make at this present time?—No, I do not think so. I made some little alterations in the Department.

5325. Nothing of principle?—No, I think now I do not see anything that I want to change at present. The great step which has been of immense advantage to me, was that which I got carried out last year, of getting a Branch of the Accountant-General's Office put into my office, which has been a great assistance and advantage to me. When I say, put into my office, they did not change their rooms at the War Office, or anything of that kind, but the Branch does the accounting work, and keeps all the financial accounts and records of my office, and its Head is my financial adviser, and he keeps me straight and prevents my going wrong; whereas, under the old system, I was always being tripped up by the Accountant-General for having gone wrong.

5326. (*Sir Charles Welby*.) At the same time this Branch remains responsible to the Accountant-General?—Yes, it does remain responsible to the Accountant-General; it keeps the accounts for the Accountant-General in the form that he likes under him, but does everything for my Branch, and it is an immense advantage.

(*The Secretary*.) And saves reduplication of work.

(*Witness*.) It saves reduplication of work.

5327. (*Colonel Miles*.) That Branch works, in fact, in close touch with you?—It works in the closest touch with me.

5328. Have you sent for information from it, or asked for information?—I got the Accountant-General to draft the regulations for the head of this Branch; he sent them to me for concurrence, and we agreed upon them, and in those regulations it is laid down that he is to be my officer to give me any financial advice and assistance that I require, and that I or the Deputy Director-General of Ordnance may send for him at any time to give that advice and assistance. In the same way we got a Branch put into the Clothing Department at Pimlico, and in the same way the Chief Ordnance Officer at Pimlico may send for the Head of that Branch to give him any financial advice and assistance.

Gen. Sir H.
Brackenbury,
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21 Feb. 1901.

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21 Feb. 1901.

5329. And at the same time they remain responsible to the Accountant-General?—They remain responsible to the Accountant-General, who is charged under the Act with being responsible for all military accounts.

5330. Do you not think that that system might perhaps be extended to other branches?—I have said so in the little memorandum that I sent to the Committee.

5331. (*Mr. Beckeff.*) Might it be extended to local commands, to General Officers commanding districts, at Dublin, Aldershot, and so forth?—I believe the Chief Paymaster is supposed to be their financial adviser, but I have always felt myself that the Paymaster's Department and the Accountant-General's Department here ought to be all merged into one.

5332. Supposing that the Accountant-General had a representative there, do you think it would be a good thing?—I think the Chief Paymaster ought to be his representative; he is the head financial man of the district.

5333. (*Chairman.*) Before we turn to that Memorandum of yours which you have mentioned, there are two other questions about your Department that I should like to ask you?—May I say one thing before you go on? I always reserve, when I have said that everything in my Department was satisfactory, the question which I have headed my Memorandum here with, about the contracts.

5334. (*Mr. Mather.*) I was going to ask you, you naturally do not withdraw the statement you have just made to the Chairman, but you make that reservation?—Yes, I make that reservation always.

5335. (*Chairman.*) My question relates to your Department, not with regard to other Departments, but to its internal organisation?—Yes.

5336. (*Mr. Mather.*) Is the Ordnance Committee in your Department?—Certainly.

5337. Is it not the fact that there is a great deal of circumlocution connected with that Committee, and that questions are referred to it from other places before a decision can be arrived at, sometimes on very trifling matters?—It is a Committee that works very slowly, and it works very slowly for many reasons, which it would be rather long to go into. No question can be referred to the Ordnance Committee at all except by me.

5338. Can you not suggest some rapid mode of dealing with those questions and hastening the Ordnance Committee?—I must tell you that the position of the Ordnance Committee was very much worse as regards rapidity of doing business until I became Director-General of Ordnance. When I was President of the Ordnance Committee myself, we were not allowed to correspond direct with the Superintendents of Factories. We were not allowed to correspond direct with the Naval authorities; we were hampered and tied down in every direction. I swept those restrictions away, and in concert with the Admiralty agreed upon a new set of rules which gave the Ordnance Committee direct access to the Director of Naval Ordnance, to the Captain of the "Excellent," the Captain of the "Vernon," to all Superintendents of Factories, and everybody whom they wanted to consult. This change did away with a good deal of sending papers backwards and forwards to the War Office, and so on, and in that way shortened business, but it still is a Committee that works very steadily; and it works very steadily for many reasons. Its work is almost entirely experimental work. I refer a question down to them. They require the opinion, in the first place, probably, either of the Chief Superintendent of Ordnance Factories, or of one of the Superintendents of Factories, and the Chief Inspector also probably, and the papers are sent to them; they take a considerable time to report; the matter then comes back to the Committee; it is considered by the Sub-Committee which deals with that particular branch of the work; it then comes before the full Committee; and the papers may have to be sent to the Civil members, Sir Frederick Bramwell and Sir Benjamin Baker, and the chemists; then they consider them, and they may think that a certain article ought to be made and tried; then that goes to the Chief Superintendent of Ordnance Factories; he has to make this thing, and it takes a long time; then the trials have to come off, and when those trials can be carried out is dependent upon what other work is going on, what arrangements are available, and so on; and it is a very long time before any of this experimental work gets settled.

5339. And have you no suggestions to make for improvement in the procedure?—I should be very glad to consider any suggestions that are made to me and do my best to carry out anything that appears useful, but I have none to make.

5340. (*Sir Charles Welby.*) Does the Committee only consider questions referred to them by the Director General of Ordnance?—Yes, only those.

5341. No one else has power to refer to it?—No; if the Admiralty wants any question referred to them the Director of Naval Ordnance sends it to me, and I refer it to the Committee as a matter of course.

5342. (*Chairman.*) I suppose the deliberations of the Ordnance Committee must be slow because they are based upon difficult and delicate experiments to a great extent?—Yes.

5343. And you have also to employ on the Ordnance Committee men the whole of whose time you cannot take up, great outside experts like Sir Frederick Bramwell and Sir Benjamin Baker?—Yes. Nothing trifling goes to them, but questions connected with the designs of guns and alterations of guns, specifications of steel, acceptance and rejection of forgings, and so on.

5344. (*Mr. Mather.*) I think it has transpired during this inquiry that some very trivial matters come up in their orbit to you as Director General of Ordnance which you might settle at once on the spot instead of referring them to the Ordnance Committee, if you had more freedom?—Oh, I have perfect freedom; whether I refer the question to the Ordnance Committee or not rests with me.

5345. In all matters of experimenting with guns and any other matters of that kind you can, of course, never limit the time in which they would be completed; one would not think of that for a moment; but I am speaking now of the routine work of the War Office. When certain questions come up before you which do not appear to be of very much importance, upon which you know yourself, before you refer them, what ought to be done, they are referred by you to the Ordnance Committee?—If I were satisfied that any certain definite thing ought to be done, I should not refer it to the Ordnance Committee.

5346. Then you have not the slightest fear of taking any amount of responsibility yourself?—Not the least.

5347. You never would refer anything unless you felt it was necessary to have somebody else's judgment besides your own?—No. I should only refer a question to the Ordnance Committee when I think it ought to go to them, and I ought to have their opinion upon it. There is no want of power or authority vested in me, I have plenty of it.

5348. I only raised the question, to begin with, on this matter because the evidence directed my attention to some trivial affairs which appeared to be quite unnecessary to submit to the Ordnance Committee, and yet they went to it?—Could you give me an instance?

5349. I cannot from memory, but that was borne in upon me?—I would be glad to have an instance. I should be very sorry, for instance, if it was a gun to take responsibility without reference to the Committee. Something is found wrong, say, in the first pattern of a gun, one of our 9·2-inch guns, the latest pattern made; in the first gun that was proved it was found that something went wrong. It goes down to the Ordnance Committee, they investigate it and say it is due to a defect in the design. Now, that design had been approved by that Committee, by Sir Frederick Bramwell and Sir Benjamin Baker and by all the Members of the Ordnance Committee, and I would not have taken the responsibility for altering that design on my own shoulders for anything in the world.

5350. (*Mr. Mather.*) I should have thought it was a perfect plan for showing how not to design anything properly—that Ordnance Committee?—I cannot agree there.

5351. I think two or three capable men, instead of a large committee, would have done things very much better.

5352. (*Mr. Gibb.*) It is a good large Committee?—It is a good large Committee.

5353. (*Colonel Miles.*) But all the Members do not come together on every question?—No, not on every question.

5353a. (*Sir Charles Welby.*) But supposing a difficulty arose in the course of manufacture and the head of the factory concerned had a definite recommendation to make for an alteration in the design which he thought would conduce to simplicity and better results, supposing he was quite clear in his own mind and made a definite recommendation to you, would you accept his recommendation or would you refer the question to the Ordnance Committee?—If it was the modification of a design which design had been settled by the Ordnance Committee, I should, unless it was a most exceedingly trivial thing, refer it to the Ordnance Committee—even a little question like boring another hole for a screw in the breech of a gun I should refer down to the Committee, because it is a question of how it will possibly affect the strength of the gun in comparison with the strain, and I should be taking the opinion of one man, who may be a very capable man, but still one man, against the opinion of the whole Ordnance Committee. There have been cases and there are cases in which I overrule the Ordnance Committee.

5354. (*Mr. Mather.*) Have you the power to do that?—Yes. I have not accepted their recommendation in more than one case. If the matter affects more than myself, if the Director of Naval Ordnance agrees with me that we do not think the recommendation of the Committee is necessary, it may be something which they may think desirable, but we do not think necessary, we should say, "We agree; we will not do it"; or it may be on different grounds; but it rarely happens. For instance, the other day, with regard to the sides of the ammunition boxes of field gun limbers, when Sir Andrew Noble asked me about it, I referred it to the Ordnance Committee because they had settled the design, and the Ordnance Committee were against this change, but I overruled them upon my own responsibility. I said, "Let the contractor make them in two pieces"; I was perfectly satisfied that it was not a change of any real importance and I overruled the Committee.

5355. That seems such a trivial matter?—It is not a trivial matter.

5356. (*Sir Charles Welby.*) Still, you feel bound to let the Ordnance Committee have its say?—Yes.

5357. (*Sir George Clarke.*) To sum up your evidence generally with regard to the employment of Military clerks, you consider generally that Military business should be managed entirely by Military men?—Military business by Military men, yes.

5358. But you think that in each spending department there should be a small Civil Branch looking after accounting, and advising the head of the Branch upon the course of its expenditure and the cost of its proposals?—Yes.

5359. And you think it would be desirable to hand over the Paymaster's Branch to the Financial Secretary as the head, with a view to some ultimate amalgamation of the Paymaster's Branch and the Accountant-General's Department?—I think it is very desirable that the Paymaster's Branch and the Accountant-General's Branch should be amalgamated. I think that there is a want of touch between the paymasters in the districts and the War Office, between what I should call district finance and War Office finance.

5360. Then you think that if the Paymaster were under the Financial Secretary as the head, his financial position would be strengthened. Of course he would be trusted more by the Accountant-General's Department?—I should amalgamate the whole Pay and Accounts Departments into one, like the Military Accounts Department in India. The Military Accounts Department in India is a Department, and the head of that Department is the Accountant-General in the Indian War Office, that is the Indian Military Department; he is the head of that Department, and his Deputy-Accountant Generals are also men of that Department.

5361. But the officers of that Accounts Department in India are Military, are they not?—They were Military originally, and they adopted the Accounts Department as a career; they serve in it first of all for five years provisionally, and then if they are considered good men and fit men they are appointed for a second five years, and at the end of the ten years they are either rejected or are permanently accepted for the Accounts Department.

5362. And you think there should be no obstacle to a Paymaster who has shown himself specially proficient and apt in finance, rising to the position of Accountant-General?—I am very anxious to see the Departments

more interchangeable. A Paymaster should come into the lower branches of the War Office, the Accounts Branch, should go out again into the districts, and come back again into the higher ranks here.

5363. And you think it would probably improve the class of man you get into the Paymaster's Branch if there were at the head of them some possible prizes of that kind?—I do not know enough of the Paymaster's Branch at present to say whether the class of men are the right men or not.

5364. (*Chairman.*) Would not the corollary of that be that the Accountant-General's men should also rise to the highest position now open to Paymasters?—Undoubtedly.

5365. (*Sir George Clarke.*) And you do not see any advantage or any principle in placing the Paymaster under the Quartermaster-General as the War Office head?—I have never really considered that question; it has never come before me in any form, and I have not considered it. It was made an Army Department and I suppose it had to be put under some Military head for administrative purposes, and therefore was put under the Quartermaster-General.

5366. (*Chairman.*) On the same principle as you want Military Staff clerks?—In the same way as the Army Ordnance Department is under me for administration; but, of course, the Quartermaster-General has nothing to do with paying the Army.

5367. (*Sir George Clarke.*) Nothing. And lastly, you do not anticipate any difficulty in obtaining any such Military Staff clerks as you might want for your office?—No, I think there is no difficulty.

5368. The Service provides the class of man?—All our experience is that it does so.

5369. (*Mr. Beckett.*) I understand that in your office there are Second Division Civilian clerks employed to a certain extent, are there not?—There are about eight.

5370. Do you think it is advisable to retain those civilians?—I think it would be desirable to replace them gradually by Military clerks on general principles.

5371. Do you think in the War Office generally it would be advisable to employ Military clerks to a greater extent than is done?—I should not like to speak about Departments other than my own. I do not know enough of their work.

5372. (*Colonel Miles.*) With reference to the amalgamation, as we may call it, of the Pay Department and the Accountant-General's Department, you would still retain the military characteristics of the Pay Department somewhat on the lines of the present constitution?—Yes, I should. I should take men in in the very early stages of their career, if they are to come from the Army; I do not care whether they come from the Army to start with, or whether they come from civil life to start with.

5373. It would be something more in the nature of the German Intendant system, where you have an infusion of the Military element?—Yes, I should have it just like the Military Accounts Department in India.

5374. (*Mr. Mather.*) I should not like the reply which you gave to my questions about your responsibility connected with the Ordnance Committee to pass without your qualifying it somewhat. I asked whether you had the power to decide all questions that you would submit to the Ordnance Committee, and therefore only submitted those questions which you could not decide yourself, or did not care to decide yourself, and you said yes?—Yes.

5375. Then you gave me an instance, the ammunition boxes which you had before referred to, where the side of the box was required by the contractor to be made in two parts instead of one, in order to expedite the work; and you instanced that as a case which you submitted to the Ordnance Committee to know whether they approved of the proposal that the sides of those boxes should be made in two parts instead of one?—Yes.

5376. But is not that a typical case of what a trivial matter is?—I do not think it is a trivial matter.

5377. Because you yourself decided it eventually; you did not agree with your Committee; therefore, either the Committee was incompetent to deal with it, or you yourself might have dealt with it to begin with?—I might have dealt with it myself to begin with, but I had not at the time the information before me to enable me to deal with it. I sent it down to the

Gen. Sir H.
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21 Feb. 1901.

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21 Feb. 1901.

Ordnance Committee, knowing that the Ordnance Committee would consult the Superintendent of the Carriage Department upon it.

5378. That was Sir George Clarke?—That was Sir George Clarke. The Ordnance Committee did consult Sir George Clarke, who sent in a memorandum, and the Ordnance Committee, after considering that memorandum, said that they did not recommend that it should be done. I had not seen that memorandum of Sir George Clarke's. The Ordnance Committee did not give any reason why it should not be done; and I then sent the paper down to the Chief Superintendent of the Ordnance Factories, and said I should like to know what the Superintendent of the Carriage Department said. On that there was sent back to me the minute by Sir George Clarke, which had been laid before the Ordnance Committee, and on consideration of that minute, and on asking practical advice elsewhere, I decided that it was safe to make the change. The Ordnance Committee merely said they did not consider it desirable, and I said, Well, it must be done; it may possibly not be quite as strong, but considering the difficulties we are in of getting supplies, and as insisting upon sides being one piece might delay almost indefinitely the getting of the wagons, I said, it is to be done.

5379. And that was the procedure required in order to answer the simple question of Messrs. Armstrong, whether they might make these ammunition boxes upon their own responsibility as constructors?—Oh, their own responsibility would be nothing whatever to me. If an ammunition wagon goes into the field and fails, their responsibility is no help to me.

5380. When I say their own responsibility, a firm like Messrs. Armstrong would never suggest such a thing as making a side of a box in two parts without making it of the most solid timber and being certain that they could obtain the timber necessary to do it?—I am not so sure about that. It is not a question of the solidity of the timber, but of the solidity of the side of a box subject to great strain, if made in two pieces instead of one.

5381. How long did it take for this answer to be given to Messrs. Armstrong, when this most imposing committee of Military engineers and civil engineers had to be called together to decide upon it?—No, excuse me, they had not to be called together in order to do so. They sit permanently three days a week, and the Sub-Committees sit at other times; this was referred down to them, and it would go before them at the next meeting on the day or the day after they received it, and they are there in the Arsenal where the Superintendent of the Carriage Department is.

5382. How long would it be before Messrs. Armstrong would receive that answer?—I daresay a fortnight.

5383. (Colonel Miles.) We should consider in the Army, should we not, that anything in the nature of an ammunition box or its fittings, although it might seem trivial in itself, was really a very important matter?—A most important matter. If the sides of these boxes gave way, a nice mess we should be in. But it was when I got Sir George Clarke's minute about it, and I also got the minute of the Chief Inspector at Woolwich, who considered that it might safely be done, because there were certain irons which support the box —

5384. (Sir George Clarke.) Which I put in for the purpose?—Yes, that I said it might be done.

5385. (Mr. Mather.) Then the direct, quick, short-cut manner of settling the matter would have been a direct communication between yourself and the head of your own Department at Woolwich, from whom you would have got a direct answer?—Yes, but I prefer the course which I took.

5386. You think it was worth the delay?—I think it was. It so happens that the Ordnance Committee did not take the same view. Sir George Clarke's minute, I may say, did not give a very decided opinion one way or the other; if anything it was perhaps a little against the alteration.

5387. (Sir George Clarke.) I was against making the joints in the way they proposed; that was my strong point they joined the parts the wrong way?—Quite so.

5388. (Mr. Mather.) Eventually you decided the whole thing yourself?—Eventually I decided the whole thing myself, after having got the best advice that I could get.

5389. (Chairman.) To leave the question of the Ordnance Committee now, and before coming to your Memorandum, there are a couple of questions I want to ask you. It has been stated to us by a contractor that the foreign Governments pay much better than the British Government, that the vice of the British system lies in the Treasury regulations, which require all money under a vote to be spent within the financial year, while contracts can only be paid for on completion. He goes on to explain that a foreign Government will very often pay something on account, and therefore the contractor feels under an obligation to push on the work for which he has got something on account; while the British Government only pays at the end of the work, and, therefore, the contractor does not quite feel under the same obligation; and at the same time, as unexpended balances are returned to the Treasury, work has often to be pressed on with great and indiscriminate hurry, in order that it may be got through in the financial year. That brings us up to the whole question of unexpended balances being returned to the Treasury, and I should like to hear your views about that?—The present system, of course, is not a business-like system from the point of view of the manufacturer and the point of view of the Supply Departments, but I do not see how you are to alter it. As a practical matter of fact we always have every year a large carry-over; and it is exceedingly awkward for us if that carry-over is much larger than we have estimated for, because then at the close of the year we have to return the unexpended money to the Treasury and pay the carry-over out of the vote for next year. Supposing, for instance, we had estimated that we should have a carry-over of 200,000*l.*, and then we find that that carry-over, owing to the trade not having delivered, is 500,000*l.*, that leaves me the difference between 200,000*l.* and 500,000*l.* short in what I can order for next year. I estimate that I shall want so many millions, or whatever sum it may be, the next year for the supplies which I must order in that year; and if I have to appropriate 300,000*l.* or 400,000*l.* of that to paying for the carry-over from the year before, I am that much short in what I can order in the following year. That is where the system is so awkward for us.

5390. (Sir Charles Welby.) You mean that the order is carried over, but the money to pay for it is not carried over?—Exactly.

5391. (Chairman.) I suppose the difficulty of unexpended balances (perhaps not in your Department, but elsewhere) is to a certain extent got over by these loans, for instance, for barracks?—Yes.

5392. But that would not help you?—No. I have a very strong opinion indeed that orders like the immense orders we have been giving for millions of pounds for guns ought to have been provided for by loan; but that of course is a matter for the Chancellor of the Exchequer.

5393. Like the Naval programme for shipbuilding?—Yes.

5394. But do you experience really much practical difficulty from the present system?—Yes. I did not last year.

5395. For what reason?—Because of the war; the war has so upset everything. But in the first year I came here I did. When I came here in 1899, just at the close of the financial year, I did experience immediately afterwards—after April—considerable difficulty, because the carry-over was very much larger than the carry-over which had been anticipated, and I found myself saddled with the arrears of payment, and very heavy arrears of payment too, for things which had been ordered for delivery in the previous year, and therefore I had not got sufficient money to order those things for which I had estimated, and for which money had been provided, because the money granted had to be diverted to pay for this large carry over.

5396. Let me take you back a little further in your experience. You found yourself face to face with this system when you were Military Member of the Council in India, did you not?—I found myself face to face with the same difficulty there.

5397. Did you find that it caused you much practical inconvenience then?—No, because as a rule we were able to have the carry-over; it was generally given more or less in the estimate.

5398. It was taken into account, that is to say, in framing the estimates for the next year?—Yes; but it is a very small thing in India compared with what it is

here, because the bulk of the stores for India are bought here in England. It is here in England that the carry-over system fails.

5399. (*Mr. Gibb.*) But there would be no difficulty if you were allowed to carry over always; the difficulty arises not from the system, but from the fact that the money voted does not sufficiently cover all you want?—I think it would be an immense advantage if it were definitely and distinctly laid down that any carry-over of that kind which had been estimated to come into payment in the year, and which did not come into payment in the year because the stores had not been delivered, was to be re-voted and given to you for the next year. If that could be done it would be an immense advantage, because then you would know that you might at once place orders for the whole of the money you had got in your estimates in, say, 1901-2. We do not find out until two or three months after the close of the financial year how much carry-over there is.

5400. (*Chairman.*) That would be practically carrying over any unexpended balance in a suspense account?—Yes.

5401. And saying that when that money found its way into the suspense account it must be considered as cash spent?—Exactly.

5402. That is what it amounts to?—Yes.

5403. (*Mr. Mather.*) That is to say that it was earmarked, put aside for that particular purpose?—Yes.

5404. (*Mr. Beckett.*) And that it could not be withdrawn?—Quite so.

5405. (*Chairman.*) Have you ever urged that point?—No, I cannot say that I have.

5406. Would it facilitate your work if some arrangement of that kind were made?—It would, certainly. I did urge it before Sir Francis Mowatt's Committee.

5407. (*Mr. Beckett.*) Do you find that money is spent, which would not otherwise be spent, in order that it should fall within the amount voted for the year?—It is not so much so in my Branch as it is, I should think, in, say, the Works Department.

5408. For fortifications?—It must be so there; there is so much money, and you shove along and get the work done lest that money should not be spent. It must be so.

5409. (*Chairman.*) Then there is another minor point which has been made by a contractor. He states that the Admiralty meets the requirements of contractors much better, because the Admiralty makes payments on account, and the War Office always refuses to make payment until the contract is completed?—I know the principle of the War Office is not to make payment until the contracts are completed, but I think it is from time to time departed from.

5410. I gather that it is much easier to do so at the Admiralty, there you have one immense work like a ship which takes several years in building, and it is natural that you should make payments on account as the ship advances towards completion; but in the War Office you have nothing which quite corresponds to that?—I have not in my Department, certainly.

5411. Do you ever make payments on account in your Department?—Of course I do not have the making of payments. If a contractor wanted a payment on account he would go to the Director of Contracts and ask him, and the Director of Contracts would go to the Accountant-General. But in special cases connected with this war we have made some payments on account. But where my Department's vote is always, as it were, being charged with payments on account is in carrying on the Ordnance Factories. The Ordnance Factories have of course to have solid sovereigns to pay their wages with.

5412. (*Mr. Mather.*) But they are dealt with exceptionally on that account, I presume, as all manufacturing Departments must be dealt with?—Yes. For many years, as you know, the vote taken for the Ordnance Factories was 100l., that was all; and the whole of the payments for the Ordnance Factories came out of Vote IX., the Vote in the Army Estimates for Stores; so much money for guns, so much money for carriages, and so on.

5413. Like giving orders and paying for them?—Yes. That money has to be given to them to carry on, pay wages, buy materials, and so on. And the Navy do the same.

5414. (*Chairman.*) In answer to our letter of the 16th January, you sent us in a short Memorandum. The first two sections of that deal with the Director of Contracts and the Accountant-General?—That is so.

5415. As regards the Director of Contracts, we have had the advantage of having your views, and as regards the Accountant-General, so far as relates to your own Department you have told us, and told us again this morning, that you have made an arrangement which is considered satisfactory?—Yes.

5416. Then you go on to say: "There should be a Military head over all the administrative and supply services (I suggest a Military Under Secretary of State), whose duty it should be to see that all proposals are considered from all the administrative and supply points of view"; that is to say, as I understand you consider that there should be some authority over all the Military Supply Departments, who would bring them together and push the work on in conjunction?—Yes, that he should see that they worked together and see that the questions are taken up.

5417. Such an officer would, in fact, practically correspond to the Military Member of the Council in India?—It would be the same sort of thing; that is really the organisation that I had in view, the Secretary of State as it were taking the place of the Viceroy, and the Supply and Executive Departments being represented by the Military Under Secretary and Commander-in-Chief respectively.

5418. Then the Commander-in-Chief would be left entirely free for the executive duties of command?—The executive duties of command and all those great questions which the Commander-in-Chief has to consider, and which he is wanted for.

5419. This officer, who you suggest would be a Military Under Secretary of State, would therefore be the person responsible for the efficient working of all the Supply Departments, the Director-General of Ordnance, the Inspector-General of Fortifications, and so on?—Responsible for bringing them together, for collating their work, and seeing that every question that came forward from the Commander-in-Chief was considered from all the different points of view. Now, I do not see that there is anybody who does that at the War Office.

5420. Was the Army Board provided to any extent to meet such a difficulty?—The Army Board as it is now constituted was, I think, intended to meet that difficulty, but the Army Board very seldom meets.

5421. If it met more regularly would it provide for that difficulty to a greater extent?—I do not think it would do it in the same way; you bring together a great many very busy men with perhaps nothing to talk about particularly. But if you had someone whose duty it was to act as a sort of permanent head, who should have all the Supply Departments brought together two or three times a week (you do not want the Commander-in-Chief, the Adjutant-General, and the Military Secretary) you would, I think, greatly improve the business.

5422. You say that the Military Under Secretary?—I suggest that name; I do not care what he is called; I suggest Military Under-Secretary because I think if he is to be over the heads of Departments for this purpose he must have some very definite and distinct position under the Secretary of State.

5423. Assuming that he is called Military Under Secretary, you say that the Military Under Secretary would submit papers direct to the Secretary of State without the intervention of the Permanent Under Secretary. What would be his relation then to the Permanent Under Secretary?—I really do not know.

5424. The relation of the larger boa constrictor in the Zoological Gardens to the smaller boa constrictor?—The Permanent Under Secretary, I think, might disappear. I never can quite find out what good he is myself. The Financial Secretary has definite and distinct duties laid down in the Order in Council; he has the Accountant-General under him, and all the finance of the Army, and he has the contracts; but the Permanent Under Secretary has not got any definite duties of any sort, kind, or description.

5425. (*Sir Charles Welby.*) Does not your proposal to create a Military Under Secretary practically consist of the revival of the office of Surveyor-General of Ordnance,

Gen. Sir H.
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as it was at the time when that office was filled by a Military officer?—No, I do not think it quite does. I am not proposing to re-create the office of Surveyor-General of Ordnance. The Surveyor-General of Ordnance had his own Department, his own finance, and his own accounts, and he was the actual absolute head of everything and ordered everything. But I should not remove in the smallest degree the direct responsibility of the Director-General of Ordnance, the Inspector-General of Fortifications, and the Quartermaster-General to the Secretary of State. I only think that there should be one man with sufficient authority to be able to bring them together, and see that they are all really taking up and working out every point in connection with any proposal that comes before the Secretary of State.

5426. (*Chairman.*) But he would be primarily responsible to the Secretary of State as the Military Member of the Council in India is responsible to the Viceroy?—He would be responsible to the Secretary of State in the sense of seeing that the thing had been thoroughly thrashed out by all the Departments, and then he should present the case to the Secretary of State, so that the Secretary of State might have the fullest knowledge of it.

5427. That would be rather different from the position of the Military Member of the Council of India?—It would be a little different.

5428-9. I understood you to say at first that your proposal was to constitute something analogous to the Military Member of the Council in India?—Yes.

5430. My difficulty is to know how far your proposals could be carried out and still keep within the Order in Council?—I think it could be done perfectly well within the Order in Council. If, for instance, this Military Under Secretary, as I propose to call him, were appointed, he would simply take the place of the Permanent Under Secretary.

5431. As regards the Military Departments?—I mean to say that the Permanent Under Secretary or the Military Under Secretary, neither one nor the other of them is mentioned in the Order in Council. The Permanent Under Secretary is never mentioned in the Order in Council; he does not exist so far as the Order in Council is concerned.

5432. But you would want to have an officer of very considerable authority for dealing with these distinguished Generals at the head of the Supply Departments?—Yes, you do; but if he has a position given to him by the Secretary of State as Military Under Secretary of State, I think he has that authority.

5433. (*Mr. Beckett.*) I did not quite gather what his relation would be to the Commander-in-Chief?—It would be just the same sort of relation as that of the Permanent Under Secretary is now, I think.

5434. (*Sir Charles Welby.*) But I suppose the necessary result of the creation of such an officer would be to remove from the Commander-in-Chief the power and the duty he now has of generally supervising the work of those Departments which you propose to place under the Military Under Secretary?—I think it would merely relieve him from the detail of supervision.

5435. That is to say on all questions affecting the equipment and arming and housing and feeding of the Army, the Commander-in-Chief would cease to be responsible?—No, I do not think he would. He would cease to be responsible in this sense, that I should take away from him the actual Supply Departments, and give him time for other duties, which he has not got now. It would be his business, through his officers, the Quartermaster-General and so on, to see that the whole Army is properly provided for, and, if anything was not done, to make a representation at once.

5436. But in case of a difference of opinion with regard to any question of equipment or arms, who would have the last word, the Commander-in-Chief or the Military Under Secretary?—The Secretary of State. Wherever there is a difference of opinion on that sort of thing you must go to the Secretary of State. But I do not think a question of equipment or arms would ever arise. The Military authorities say what they want, and then the Supply Departments set to work to get them what they want.

5437. (*Mr. Beckett.*) I do not quite see where the Commander-in-Chief would come in?—He would come in just exactly as he does in India.

5438. (*Chairman.*) He would command the Army?—Yes, he would command the Army.

5439. (*Mr. Beckett.*) But with regard to questions of Military equipment and so forth they would be settled by the Military Under Secretary on his own responsibility in the first place, I suppose?—What happens at the present day? The Commander-in-Chief says, "I want so-and-so; I want a gun for heavy field batteries of position to do such-and-such things." He says that now. Under the present Order in Council the Director-General of Ordnance is responsible for the pattern of that gun. He takes the pattern up and works it out. The Commander-in-Chief would say the same under my proposal, the Director-General of Ordnance would take it up and work it out. It would not make any difference with regard to that.

5440. Would he go first to the Military Under-Secretary when he wanted anything, or apply direct to the head of the Department, the Director-General of Ordnance?—He would go to the Director-General of Ordnance direct.

5441. And the Director-General of Ordnance would carry out the recommendation of the Commander-in-Chief at once?—No, he cannot carry it out because it involves expenditure. Then he would find out what money was involved, and then put forward the proposal through the Military Under Secretary.

5442. And demand for the money?—He would say: This is going to cost so much; does the Secretary of State approve of the provision? But it is not so much for that that it is wanted, it would work the same so far as that system is concerned. It is where something is asked for that concerns more than one Supply Department that it is wanted. Take a simple case: the Commander-in-Chief says he wants an increase of so many thousand men to the Army. That seems at first sight a simple thing, you have to get so many thousand men, and there is an end of it. But it is not so. Every Department is concerned in it, and there is nobody now who sees that all those Departments are consulted, and that every side of that question is considered before the proposal goes before the Secretary of State. It involves probably additions to barracks, it involves clothing, equipment, arms, and ammunition, it involves pay and pensions. There are all these different sides of the question which have to be taken into account; and there is nobody now in the War Office responsible for bringing all these Departments together, and seeing that every question is thoroughly thrashed out.

5443. That would be the duty of the Military Under Secretary?—Under my proposal it would be the duty of the Military Under Secretary.

5444. (*Mr. Mather.*) What happens now? Supposing a demand for 20,000 men were made, surely it must be made to each Department; it must go to all? You, for instance, have to do your part in providing equipment and clothing?—It is a toss-up whether the paper gets to one at all, till after a decision has been made.

5445. Do you mean that there would not be a Council called together of the heads of the Supply Departments and all those affected by this Order, at once to carry out the plan of campaign, so to speak, by which these men should be provided in the shortest time?—No, I assure you that only the other day it was decided to raise a large force of Imperial Yeomanry, Mounted Infantry, and so on; this got out, and was common talk in the War Office; but I who am responsible for clothing these men, arming them, and equipping them had never been asked whether I could clothe them, arm or equip them.

5446. (*Sir Charles Welby.*) That is not for want of the existence of proper machinery, because the Army Board exists for that very purpose?—It was not referred to the Army Board till after a decision was taken; it was settled by the Secretary of State and the Commander-in-Chief together, and I was never told.

5447. Who in that case did not avail themselves of the organisation at their disposal for the purpose?—Exactly.

5448. (*Mr. Beckett.*) Under your proposal what would happen in such a case as these Yeomanry being required. Would the Commander-in-Chief first of all submit that proposal to the Military Under Secretary?—I take it that if he had such an officer as that, if the proposal came from the Commander-in-Chief, he would submit it to the Military Under Secretary.

5449. And he would call together his heads of Departments at once?—He would call together his heads of Departments; he would say: here is this proposal, I shall take it into the Secretary of State and tell him of this proposal, but let me have by to-morrow morning, or by the afternoon if you cannot let me have it in the morning, what you can do towards raising them. There is nobody to do that.

5450. (*Sir Charles Welby.*) May we take it that your proposal for the creation of this officer is really only intended to secure the smooth working and harmonious co-operation of the Supply Departments of the Army, and would in no way derogate from the power or responsibility of the Commander-in-Chief for securing the efficiency of the Army from all points of view?—Certainly.

5451. (*Mr. Mather.*) I take it that it is the Secretary of State's duty to supply the Army with everything—(*Mr. Beckett.*) I was going to ask you whether such a proposal would not withdraw from the Commander-in-Chief a great many duties that occupy his time, but which would be better withdrawn from him, inasmuch as it would give him leisure for turning over in his mind other perhaps more important questions?—I think so.

5452. (*Sir George Clarke.*) Then the principle you advocate is that there should be a separation between personnel and matériel?—I should rather say between executive and purely administrative functions. The Commander-in-Chief commands the Army, and is responsible for the discipline of the Army, the training of the Army, that it is comfortably quartered, and the man properly clothed, and all that sort of thing; but he cannot do all the detail and supervise all the details of the supply work himself, and there is nobody now to do it.

5453. And the second thing you have before your mind is the focussing of all the work of the Supply Departments so as to bring it into harmony and to ensure that every question affecting all those Departments should be put before the Secretary of State in a harmonious and consistent form?—That is it.

5454. And you think that the present machinery, whether because it is bad machinery or because it is not suitable, does not suffice to bring about that result?—I do not think it does. It does not, I may say, bring it about.

5455. (*Sir Charles Welby.*) To make your position quite clear, may I put a concrete case to you. Let us suppose that the Military Under Secretary on the advice of experts in the Director-General of Ordnance Department, let us say, which is one of the Departments under him, has strongly recommended a particular type of quick-firing equipment for a field gun. Let us suppose (what at least must be conceivable) that the Commander-in-Chief and his advisers, as may very well happen, take a different view of this equipment and think that, though it is theoretically a very good and excellent piece of mechanism, yet it would not stand the racket of war, and, in fact, they might take the view that no form of quick-firing equipment would ever practically be valuable to the Army. I want to get clearly from you, who in a case of that sort, would have the last word and be responsible for the result?—The Secretary of State.

5456. Then the Secretary of State is responsible for the efficiency of the Army and not the Commander-in-Chief?—The Secretary of State, under the present Order in Council, has a Commander-in-Chief who is given supervision, but the Director-General of Ordnance deals with all questions of patterns and armaments and is the adviser of the Secretary of State on all duties and questions connected with the duties of his Department. Therefore, if there is a question of this quick-firing gun, or whatever it is, he is responsible for the pattern, and he advises the Secretary of State. If the Commander-in-Chief differs from him the Secretary of State has now the ultimate decision.

5457. But this is governed by another part of the Order in Council which says he is subject to the general supervision of the Commander-in-Chief?—Yes, certainly.

5458. Which, as a matter of fact, gives the Commander-in-Chief the right to the last word in a case such as that I speak of?—Certainly, and I have not the slightest doubt that the Commander-in-Chief would have the last word, and I cannot quite conceive any Director-General of Ordnance putting forward a

proposal of that sort in opposition to the views of the Commander-in-Chief.

5459. That is to say, in a case of that sort the Commander-in-Chief's view should prevail?—Unquestionably; I cannot conceive that it could be otherwise.

5460. (*Colonel Miles.*) The functions of the Military Under Secretary, whom you suggest, would be more to carry out what has been approved and ordered?—Yes.

5461. Not so much the introduction of a new pattern, which would be a Military question?—No, that would not come before him unless a question of finance was concerned, or when it might affect, and it would affect, the duties of two Departments, and so on.

5462. (*Sir George Clarke.*) In every case of that kind under our constitution the final decision must rest with the Secretary of State?—It must.

5463. So that the object of the War Office is to see that every aspect of the question is put before him?—Yes.

5464. (*Mr. Mather.*) That is to say his position is, theoretically, that of the final judge, because he can only represent Parliament in the sense of saying this or that shall be done, when the expert knowledge governing the Army, providing the Army, and fighting the Army, if necessary, shall say: This is the consensus of opinion of the highest authorities, that that ought to be done, and he says it shall be done. He has no means of knowing otherwise?—It is more than theoretical, it is practical; and where the practical nature of it comes out is in the way he cuts down our estimates. The Commander-in-Chief says "I want this," and the Secretary of State says "You cannot have it."

5465. (*Sir Charles Welby.*) That is the Government of the day?—No, before it gets to the Government of the day.

5466. Does not your proposal practically come to this: that the Permanent Under Secretary ought to be a Military officer of high rank and standing?—That is practically what it comes to, with this special duty, because the Permanent Under Secretary now has no special duties, and I want to make it his special duty that he should bring together all those questions of supply, of money, and so on, and see that every question which touches those supply branches is considered from all points of view before it is laid before the Secretary of State.

5467. (*Mr. Beckett.*) I do not quite gather what your opinion is with regard to the position of the Military Under Secretary in financial matters?—In financial matters his position would simply be that he would see that the financial aspect of every question was considered before it went before the Secretary of State.

5468. What would the Accountant-General have to say?—The Accountant-General would be consulted. If the head of the Department had not done that the Military Under Secretary would do it; he would take care that the financial effect on each of the Supply Departments had been estimated and considered before it was placed before the Secretary of State.

5469. And that is not done now?—It is done, or it is not done; there is nobody responsible for doing it.

5470. (*Mr. Mather.*) You propose that the Military Under Secretary should be the head to call them together?—I propose that he should have a special control over the heads of these Departments for this particular purpose of seeing that every proposal not merely for the mobilisation of a Military force or to reinforce a garrison station abroad, but that all questions which came forward involving the Supply Departments and finance were properly considered from all the different points of view.

5471. At a Board?—At a Board if he wished it; he would bring together, if it was anything urgent, at once, all the heads of the Supply Departments into his office.

5472. Or he might consult them separately?—And if he were an Under Secretary of State he could send for the Accountant-General and get him there too. He would either do it by bringing them together, or he would send the question down to the one or two who might be concerned and say, Let me have your proposal at once.

5473. Then he would become Managing Director of the War Office?—He would become Managing Director

Gen. Sir H.
Brackenbury,
G.C.B.,
G.C.S.I.

21 Feb. 1901.

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21 Feb. 1901.

of what I should call the Supply Departments of the War Office.

5474. (*Sir Charles Welby.*) You are not a believer in Boards as a means of getting through business quickly?—The Army Board has been absolutely invaluable for the purposes of the War Office.

5475. (*Mr. Mather.*) But it does not meet sufficiently?—You see it takes away seven or eight very busy heads of Departments from their work, and brings them to this Board. Commanders-in-Chief who sit in the chair as Presidents are liable to be rendered unpunctual, by being called away on their duties, and then there is a certain amount of desultory talk, but at the same time where it has been absolutely invaluable has been in enabling the different Departments to know what the others were doing. For instance, taking this very question of raising this Imperial Yeomanry, they were ordered to be raised, and not one of us heads of the Supply Departments was ever told a single word about it; the orders had actually gone out that they were to be raised and recruited, and so on, and we had never been told anything about it. Then I was asked by some of my colleagues if I would speak to Lord Roberts, and ask him to call an Army Board. I spoke to Lord Roberts and told him that we were getting into just the same difficulties as we began the war with for want of bringing us together for consultative purposes, and I asked him to summon the Army Board, and he kindly summoned it the next day. He then told us (it was the first official information that we had of it) that these forces were to be raised; then I asked for time, and at the Army Board the next day I was able to say how quickly I could arm, clothe, and equip those men, and the Quartermaster-General was enabled to take up the question of transport, and the Accountant-General took up the question of the provision of the money, and so on.

5476. You say you heard that this force of 20,000 men was going to be raised. In what sense; was any order given for it?—Yes, but that order had not reached me or my Department.

5477. (*Chairman.*) Perhaps you saw it in the newspapers?—I am not sure that I did not.

5478. (*Mr. Mather.*) Did you say that Lord Roberts never heard of it?—No, I did not say that.

5479. Then it was really an order; you knew that to be a fact?—I believe it was settled verbally between the Secretary of State and the Commander-in-Chief.

5480. (*Sir George Clarke.*) Did the Army Board at all meet at the time when war was trembling in the balance, early in September 1899?—Yes.

5481. And the questions as to the amount of transports and supply required were considered then at the Army Board?—Yes, I think they were.

The Witness withdrew.

Gen. Sir E. Wood, G.C.B., G.C.M.G., V.C.

General Sir EVELYN WOOD, G.C.B., G.C.M.G., V.C., examined.

5486. (*Chairman.*) You state that it is impossible to give any report on War Office Reorganisation until the future system of Army organisation is decided?—That is so.

5487. May I take it that what is in your mind is a point, on which we have received a certain confidential intimation, that some larger system of responsibility in district commands is in contemplation, and when that is carried out, it will materially modify the situation?—That is exactly what I meant.

5488. Until that is carried out, it would be idle to consider in full detail what the establishment of a Civil and Military staff of a district should be, would it not?—Perhaps I should not go as far as to say it would be idle, but I do not think any substantial advance will be made until you do determine that—that is the first principle.

5489. But in the Minute you have given us, there are some criticisms as regards your own Department?—Yes.

5490. You say your Department has no power as to pay?—No.

5491. Does that mean that your Department has no power as to the interpretation of regulations affecting pay, when the matter comes up from the districts?—

5482. As regards your Memorandum, is not that framed so as to make it subject to the limits of the Order in Council, so that it does not represent your views as to the reorganisation of the War Office, if those limits could be exceeded; we must not take it that it represents your final view as to the best arrangement of the War Office?—No.

5483. We are to take it with that limitation?—Yes.

5484. (*Sir Charles Welby.*) Only one last question, and it is a very simple one: Do you propose that the Military Under Secretary, or whatever he may be termed, should be a permanent official, or subject to the five years' rule which governs the other great Military officers?—I should make it five years with power of extension. I would only say this: I put forward this proposal because I have always held one very strong view. I was head of the Intelligence Department for five years, and saw a great deal of the working of the office then, from 1886 to 1891; again, I have come back into the War Office as Director-General of Ordnance, and have been here for two years; and this general supervision of the work by the Commander-in-Chief is in my opinion absolutely impossible for the Commander-in-Chief personally to carry out in any real and true sense; he is overloaded with work. Now it is the inevitable tendency of all minds, I think, when they have to think out high problems, and have also got to deal with a mass of daily routine questions, such as fall upon the Commander-in-Chief, in connection with the discipline of the Army, the training of the Army, and so on, that they will work off all these routine questions first, and that leaves no time for the other questions, or it leaves them only the rag end of a tired brain. The more you can relieve the Commander-in-Chief of all that sort of work the better. I used to think that the right way to do it was to give the Commander-in-Chief a Chief of the Staff, but I am very much afraid that the Chief of the Staff would also get so taken up with all these executive questions, that he would only become a sort of filter for the Commander-in-Chief; and, therefore, it is that I would like to separate, as it were, the two branches, command and supply. I am not in the smallest degree inclined—it has never entered into my head or thoughts—to diminish in any way the power of the Commander-in-Chief, but I want that he should really have the time for his own great work of commanding the Army and training the Army, and that when he is absent at manoeuvres and inspections and so on, this office, as far as all the Supply Departments are concerned, should not be left without a head, as it is now. There is no head.

5485. (*Mr. Mather.*) It is the case in all large concerns outside the War Office that the head of a large concern has nothing to do with the details; he is thinking out policies and new sources of trade and so on; and you are recommending something equivalent to that at the War Office?—Yes.

There is much difference between "Warrants" and "Regulations." The Finance interpret warrants; soldiers usually interpret regulations. Speaking as to questions of detail, when there is a question of whether a lance corporal is to be paid or not, involving a very minute sum, there is nobody in the Adjutant-General's Department who can settle that. How it is generally managed is, that one of my heads of branches may go over to the financial side and settle it amicably with them; but the Adjutant-General cannot say, So-and-so shall be paid. That is the point I want to bring forward—that I have not the power which even the most subordinate general has—even a Brigadier-General.

5492. What power has a Brigadier-General in interpreting regulations?—Mr. Gibson will tell us that up to the last Commission it was 5l. I think it has got to a hundred now. What I have in my mind is that the moment we go to war—and I have said this not once, but 20 or 30 times—the Military got such enormous powers as run away with their business capacity; they have never had the training in peace time to enable them to look at both sides of the question. That is what I have had in my mind. I personally have had the advantage of being Quartermaster-General, and, besides that, I have had financial training in private

life. But remember I did not get that training by virtue of being Adjutant-General. The smallest point, as to 2d. or 4d. a day for lance corporals, goes over to the financial side, and that is what one of my subordinates meant when he put that expression into my mouth.

5493. You mean to say when a question comes up from a district to you and requires an interpretation the Finance Department is the Department which is in all cases charged with interpreting the regulations; you are simply a post office for passing the thing on?—Yes. To give you a concrete example: I went to Salisbury Plain in August last year, and I found men of the line, chiefly Militia, doing Army Service Corps duty, owing to the whole of the Army Service Corps being away. The General on the spot had not the power of saying that they might have working pay, although they were doing Army work and not regimental work. He had to send it up, but neither I nor the Quartermaster-General could say, though they are doing Army work, they shall have extra pay; that had to go over to the financial side.

5494. The financial side had to pronounce whether it was Army work or not?—The soldiers would have to persuade them it was Army work. In this very case it was very evident, and I think, there being no Army Service Corps there, and the financial side not being able to contest the point it would have been simpler if I had been allowed to settle it at once. My point is that the Adjutant-General should have been allowed to order payment in such a plain case.

5495. That means that the Financial Department is the Department which interprets regulations, does it not?—Yes; I think it really points to the desirability of the Adjutant-General having with him one or two financial people who would show him the other side of the question.

5496. Do you mean one or two representatives of the Accountant-General's Department planted within his Department, as has been done in the case of the Director-General of Ordnance?—I think if I had had one or two people with me who had some financial training, and I had been allowed to give the decision, it would have been better. At present as to rates of pay I try to settle it, and then it goes to the financial side, and they in almost every case agree—it was not always so—they used not to do so. I am not speaking of this last crisis, and I am not speaking against the Finance Department, because I think the soldiers never had a more reasonable colleague, since they do not always call: "Give, give, give!" Now, I do not want to convey that there has been any obstruction. Since I have been in this office, now six or seven years, I have had the greatest assistance from the financial side.

5497. But you would like some power of interpreting the regulations yourself, I understand?—I would, subject to larger questions always being referred; and I am afraid, given that power, when we were at war, I should waste money, unless previously accustomed to the work.

5498. Owing to your want of familiarity with the regulations?—Yes, and because I have never been accustomed to look on both sides. All the people under us only look at the soldiers' side; we train people in the War Office to look at the side of the country, and they do not know much about soldiers. We feel that the last person who puts the question to the Secretary of State is a person who cares more for the country than for the individual soldier.

5499. The civilian, I suppose, puts the last question?—Yes. He being personally, I should say, a civilian. I have made this point, and I think Mr. Brodrick has accepted it, that the Permanent Under Secretary should not of his own motion express any opinion at all as to whether the Adjutant-General or Quartermaster-General is right or wrong, but should only collect facts and report them.

5500. Do you mean when the Permanent Under Secretary brings the thing before the Secretary of State?—Yes. When we differ all my papers go to the Permanent Under Secretary and to the Secretary of State, and he may not see me; and constantly we have had decisions against us when the last person who has been heard is the civilian.

5501. The soldiers' opinions were expressed on the paper, I suppose?—Yes; but I need not tell you if it is in court the counsel who speaks last has a preponderating influence generally with the jury.

5502. (*Mr. Gibb.*) Where would you draw the line? Do you think the Adjutant-General should have absolute power to interpret any regulations, and act upon his own view?—I will give you a list by tomorrow of cases which have been in discussion between us—I cannot say in dispute, because we never have a dispute practically, but cases which I am obliged to refer.

5503. (*Chairman.*) Could you lay down any limit, assuming that the Finance Department is the Department which primarily deals with the interpretation of regulations, within which you would desire authority conferred on your Department to deal with the interpretation?—Yes, and I should save you time if I were to send you my views to-morrow.

5504. You stated generally that you considered the staff of your Department to be inadequate at the present moment?—I may state as a fact that I know of four officers in my branch who come, as I do, at 10 in the morning, and as I have for two years worked 60 to 70 hours a week; it has affected my health, and I am not so good a man as I was. Some of my officers stop here longer. My deputy comes here at 10, and stops here habitually till a quarter to eight. Please refer to my minute of 1.1.01. I am very fond of hunting, but I have had only eight days this year.

5505. The particular difficulty is, is it not, that the men at the heads of divisions have too many clerks and too much work, which they have not time for thinking about or controlling properly?—That is so.

5506. What is your opinion about the substitution of Military clerks for Civilian clerks in Military Departments?—I have stated it in my memorandum pretty fully, and that was the bit I read out just now. I ought to be honest and say I have turned round in the last two or three years, because I have previously given evidence perfectly opposed to that.

5507. I was going to say, in 1895, you stated you viewed with apprehension the elimination of the Higher Division Civilian clerks from the Departments?—Yes, I was afraid that we should have no continuity at all then.

5508. Do you think you can contrive to have continuity by taking care that all your Military men do not leave at the same time?—I do not think you can ever resist it in war service, unless rules are promulgated and maintained. You see the previous Commander-in-Chief went away two or three times, and he cleared the office of all the people he wanted. I have had three deputies in two years. I am supposed to have a deputy who is able to take all the details off me, but in two years I have had three deputies.

5509. Is not that an argument in favour of permanent civilian clerks?—I think not, I am talking of the Adjutant-General's deputy now. I think it is very much in favour of a hard-and-fast rule, that the Secretary of State should lay down, that when an officer comes here in a certain position, he should not be allowed to go away.

5510. That he should put in his five years, or whatever the term is?—Yes, and that you should not take him away to war; but Lord Wolseley went himself, and he took his staff off, and when Sir Redvers Buller was going this time he took my deputy away. I got another man who suited me just as well—I am not saying anything against individuals—but he was left some time, and then Lord Wolseley sent him away, and I have now got a third one.

5511. Your general view is, I think, that you would substitute Military officers and Military clerks for civilian agency, both Higher Division clerks and Second Division clerks?—I advocate the replacement of the Higher Division clerks by Staff Officers, retaining the Second Division clerks in their present places. Military clerks can be utilized for returns, training, deserters, and other non-confidential matters.

5512. I think you make an exception in A. G. 4. You say there is much of a responsible and confidential nature there, in which it is for obvious reasons undesirable to employ Military Staff clerks?—Yes, and it is also the case in A. G. 1, in which branch "Returns" could be done by Military clerks. Second Division clerks will be necessary for other work.

5413. In that department you would have Military officers and Second Division civilian clerks, would you?—Yes, as well as in A.G. 1.

Gen. Sir E. Wood, G.C.B., G.C.M.G., V.C.

21 Feb. 1901.

Gen. Sir F.
Wood, G.C.B.,
G.C.M.G.,
V.C.

21 Feb. 1901.

5514. I am afraid the reasons are not so obvious to me as they are to you. Will you explain, please?—I have three cases before me now: two officers tried by Field-General Court-martial for being drunk. We do not want to hand that matter over to a Military Staff clerk, but we do not mind civilians seeing it. Then there are accusations against officers. Probably, all of you read the accusation made against a young officer of Artillery of taking money out of the locked till. We would sooner that did not go back into the hands of a sergeant who might have to serve under that man.

5515. You contemplate the possibility of your Military Staff clerks going back again to the Army, do you?—I should like it, and it is often necessary for purposes of discipline. I am quite certain officers and men should go back—not all of a lump, but the more you can disseminate the views of the War Office into the Army, and of the Army back to the War Office, the better. I have stated in this paper that my one reason for keeping more officers was because I should like an officer who had been here to go out into the districts.

5516. But your objection to entrusting this confidential knowledge of these accusations to Military Staff clerks would disappear, would it not, if the Military Staff clerks were permanent here?—I am afraid not, because the Civilian clerk has the position and status of a gentleman, while the Military Staff clerk is an ordinary man—was a private soldier—and does not, perhaps, feel as the others would the social degradation consequent on selling secrets. Moreover, an outlet for promotion is essential.

5517. But the Second Division Civilian clerk is drawn from much the same class?—But by the time that man gets up to deal with that class of paper, he knows he has so much to lose, that he is a much higher class man than the non-commissioned officer is generally.

5518. I think you are dissatisfied with the promotion of the civil clerks on the Military side?—I say frankly that we never on the Military side have a voice in determining the promotion of the staff under us. I think myself it is generally fairly done, and I think the people who do it have generally got the best men, but the clerks under us feel that they do not get a voice at all, and therefore we shall never satisfy them if the Permanent Under Secretary does the work. If a Military adviser sat on the Board with him, the clerks would know at all events that their side would have a hearing. I do not desire to imply that there is any improper selection, but there is dissatisfaction.

5519. (Mr. Gibb.) Amongst the Civilian clerks?—Yes, they feel that if they come to the Military side they are lost—that they will not get any more promotion.

5520. (Chairman.) With regard to the general work of your Department, and its relation to the other work of the office, you complained before Mr. Powell Williams's War Office Committee that the Adjutant-General's meetings had been abolished to the great disadvantage of the work?—Yes.

5521. Would you tell the Committee something about that?—The Adjutant-General's meetings were composed of the same officers, with the exception of the Commander-in-Chief, as the late Army Board was before the Army Board was changed quite recently. At this meeting the Adjutant-General, the Quartermaster-General, the Director-General of Ordnance, the Deputy Adjutant-General, and the Inspector-General of Fortifications, sat and discussed informally every proposition so as to get every side of the office view, and they then, if they agreed, or if they disagreed, took it to the Commander-in-Chief; he then had before him the people holding opposite opinions, and he formed his own opinion.

5522. Can nothing go to the Army Board except on the motion and authority of the Secretary of State?—We do not send anything to the Army Board. When a demand comes from South Africa for, say, 30,000 more horses, or so many more wagons, that goes to an Army Board and we all have our say in it.

5523. Does that go to the Army Board?—Yes.

5524. Apart from questions concerning the war, in normal times would a question only go to the Army Board on the motion of the Secretary of State?—It can only go to the Army Board by permission of the Secretary of State; he naturally very seldom initiates it. I bring up a proposition, or the Quartermaster-General brings it up, and we say: May this go to the Army Board? or perhaps we ask for a decision, and he

says, No, I will not give a decision until it goes to the Army Board.

5525. Is the Army Board in your opinion a good piece of machinery for bringing together work which concerns two or three Departments, and getting it settled?—No, it is too cumbrous. I would allow the Adjutant-General's meetings again. I do not think when you get a person of the rank of Field Marshal Commanding-in-Chief presiding, you would get quite the same freedom of expression that you have from people of all the same standing.

5526. (Sir Charles Welby.) You think the Army Board is too big a hammer to crack some of the nuts which the Adjutant-General's meeting used to crack conveniently?—I think so. I think it is too big altogether. The fact is, we do not get full enough discussion at the Army Board. We meet at 3 o'clock in the afternoon, after I have been five hours at work, and am tired, I do not think we get full discussion when the paper is full of subjects.

5527. (Mr. Mather.) And these questions you think might be dealt with by a committee of the Army Board, or by some other Board?—Yes, I think there are small things now on which the Commander-in-Chief and the Secretary of State might take the opinion of the people who met at the Adjutant-General's meeting. I must tell you, I evaded Lord Wolseley's abolition of it. I do the same thing in another way, but not by so convenient a machinery, though my machinery depends on personal influence, and it would be better if it did not, I think.

5528. (Chairman.) What you want is a smaller Board which would focus and bring together all questions in which two or three Departments are interested?—I think so. I think it has been said, that the heads of office should meet together once a week. I think if it had not been called an Adjutant-General's meeting, it would have been running to this day, but it was thought the Adjutant-General's meeting was too powerful.

5528a. Who would preside—not the Commander-in-Chief?—The Adjutant-General. If the Commander-in-Chief goes to Scotland, say, although there may be Field Marshals in command, the Adjutant-General commands the Army, that is the constitution.

5529. He takes on the Commander-in-Chief's work of exercising supervision over the General Supply Department, does he?—Everything, he represents him in everything. The thing has occurred with Field-Marshal Lord Roberts, being in command in Ireland when General Sir Redvers Buller commanded the Army. That is our constitution at present, and it is the most convenient really. It grew up no doubt from the late Commander-in-Chief going abroad for a month or two, to Homburg and other places. It would not have been convenient to appoint an acting man, because the moment you appoint an acting man he wants more pay, and is, moreover, not acquainted with the current work.

5530. (Sir Charles Welby.) But it is laid down in the Order in Council I think, is it not, that the Adjutant-General represents the Commander-in-Chief in his absence?—Yes.

5531. It is part of the written constitution of the War Office and the Army?—Yes, he acts for him. Take the case of Lord Wolseley two years ago being away yachting. He had had an operation and was ill; I was then Commander-in-Chief I think for two months, and I could not get at him, but there is an understanding in that time that you will not do anything that you know the Commander-in-Chief would not like.

5532. (Chairman.) But you would like, in order to bring the work together and get it through quicker, to see the Adjutant-General's Board re-established, probably under some other name?—Yes, to avoid that word I should like to say the Adjutant-General's meeting is recognised as a weekly meeting of the heads of Departments.

5533. Do you think the work of the office suffers now a good deal from that meeting not taking place?—I am certain of it.

5534. (Mr. Mather.) This Board would not be executive in character, but only consultative, would it not?—Yes, advisory.

5535. Advisory to the Commander-in-Chief?—Advisory to the Commander-in-Chief.

5536. And the Commander-in-Chief then decides whether anything shall go forward to the Secretary of State?—Yes.

5537. (*Sir Charles Welby.*) That seems to put the Commander-in-Chief back to the position he occupied before 1895, does it not, as being the immediate head of all the Military Departments at the office?—It would put him in this position, when we handed in our proceedings to the Commander-in-Chief they would be discussed among the Army Board or not, just as the Commander-in-Chief liked; I should deprecate having any meeting which was to force the hand of the Commander-in-Chief, because that would be taking the control out of his hands.

5538. (*Chairman.*) You would be, would you not, modifying the constitution that exists under the present Order in Council?—Do you mean with regard to the meeting.

5539. The fact of that meeting coming together without the Commander-in-Chief, and then addressing him, would put the Commander-in-Chief, would it not, in a different relation to the Adjutant-General and Quartermaster-General from that which he now holds?—I think the only effect would be that it would relieve the Commander-in-Chief of certain detail, but I wish to guard myself by saying this: I do not want to set up any other authority than that of the Commander-in-Chief in this office, and I should like him to be able to ignore all the recommendations of this weekly meeting if he liked.

5540. I gather you are not in favour of minimising his authority, but increasing it?—That is it, but I want to relieve him of a certain amount of detail.

5541. (*Sir Charles Welby.*) Would not you say the object of such a meeting as you advocate would be that the heads of Departments should consult among themselves, rather than with the object of advising the Commander-in-Chief; because as a rule the Commander-in-Chief does not interfere, under the present constitution, with the every-day business of the Military Departments, does he?—I can tell you what the late Commander-in-Chief did; but as to the present Commander-in-Chief it is yet too soon, because there are three davenportes full of papers which he has not yet had time to peruse.

5542. (*Mr. Gibb.*) The Commander-in-Chief can at present consult each head individually, can he not?—He does now.

5543. Your suggestion is that it would be more convenient that the heads should meet together and express their opinion unitedly when they are in agreement?—I am rather afraid of the last word, unitedly. I would sooner that the officer who puts the thing up to be talked about in discussion at the weekly meeting took it alone to the Commander-in-Chief, and told him the result. I should prefer if the Quartermaster-General initiated a question he should take it himself to the Commander-in-Chief.

5544. But the officer initiating the proposal who took it to the Commander-in-Chief would, by means of this meeting, be enabled to tell him, would not he, whether the others had agreed with his opinion or not?—Yes; in other words I would never allow the Adjutant-General to take him all the papers that were discussed. I would make the officer who initiated the paper take the paper to him and say, "We have discussed this at our weekly meeting; they thought so" and so. I do not agree with them, or, I do agree with "them."

5545. It seems to me that that would not alter in any way the constitution or position of the Commander-in-Chief; that would merely be a means of more conveniently collecting for him the various opinions?—Yes.

5546. (*Mr. Beckett.*) Assuming that you had a weekly meeting, I understand you would not allow the Quartermaster-General to take his paper on to the Secretary of State if the other members objected to his proposal?—I think the effect would be where the Commander-in-Chief took it or put a minute on it to the Secretary of State, it would be settled in about half the time, for we should not be obliged to refer back to one another. What happens now constantly is, that one of us puts forward a thing which has not been agreed to by the other side; he objects, and fights as long as he can, and struggles, and there is

a wordy warfare going on sometimes for many weeks. To give you an instance in point, the Adjutant-General is impressed by the shouts of Commanding Officers that they cannot get any tailors, that they cannot get any shoemakers, and he proposes that the Boy's Home and the kindred institution, the Shaftesbury Asylum at Bagshot, should train boys, and the War Office should give them a premium. That goes through every department until it comes to the point to whom these boys are to be affiliated—whether they should be affiliated to the Army Service Corps or formed into a corps themselves, which is very different. If we had threshed this all out at the weekly meeting, I, who had initiated it, might have taken it to the Commander-in-Chief and said, "I want to put them on to the Army Ordnance Corps, but the Director-General of Ordnance will not have it; what we did, was, we fought on paper for it a long time." But without the Adjutant-General's meeting I could not do that, and eventually, in this case, Lord Wolseley said he really could not make up his mind, and the matter has been under discussion for about a year and a half. Now, if we had met together at the weekly meeting, and eventually when we could not agree we had then gone to the Commander-in-Chief and said, "Now, will you decide between us," I think he might at once have given a decision. It is a terribly long thing to read; I think I am the only person in the office (or perhaps Sir Henry Brackenbury does) who knows it all.

5547. (*Mr. Mather.*) Would it make the working of this Board simpler if you were a member of it, with the other heads of Departments?—Of the Army Board?

5548. Yes; would it work better if a Permanent Military Secretary, representing the Commander-in-Chief, were chairman of that Board?—I should like to think that out a little. I think that there is a feeling now that the Commander-in-Chief has not been strong enough, and I am afraid the effect of having any Board over which the Commander-in-Chief himself did not preside would be to lessen his authority, and that the Secretary of State might go behind him and accept the opinions of the Army Board.

5549. (*Chairman.*) It is in theory possible, is it not, that the Secretary of State might take the opinion of the Adjutant-General or Quartermaster-General against the Commander-in-Chief?—Yes. I should deprecate an official Board of the heads of the Army sitting without the Commander-in-Chief—I am not alluding to the weekly meeting.

5550. You would approve the existence of an Army Board presided over by the Commander-in-Chief, and in addition to that your weekly meeting, presided over by the Adjutant-General?—Yes; I should like to have a weekly meeting of the heads of Departments, presided over by the Adjutant-General as before.

5551. (*Sir Charles Welby.*) To prevent misunderstanding, I am afraid from the things which have been said they would leave the Committee under the impression that the heads of the Military Departments in practice now only approach the Secretary of State through the Commander-in-Chief; whereas, as a matter of fact, in regard to the greater mass of everyday business, the heads of the Military Departments go direct to the Secretary of State, do they not, that is the practice, is it not. Your answers would rather give the impression to anybody hearing them for the first time, that the Commander-in-Chief was the channel of communication between the Military Departments and the Secretary of State; but that is not exactly his position under the existing constitution, is it?—I do not know that I quite catch your point.

5552. (*Chairman.*) I think the point, if I am not misrepresenting Sir Charles, is that under the existing constitution the heads of the Military Departments, the Quartermaster-General and the Adjutant-General, do go direct to the Secretary of State. Your suggestion of this Board meeting, and their then going to the Commander-in-Chief, might leave the Committee under the impression that it was the practice now for the Commander-in-Chief to be the channel of communication between the Secretary of State and the Adjutant-General, Quartermaster-General, and Director-General of Ordnance, &c. P.—But he is now, since Sir Charles Welby left the office, in theory, as he was before in effect.

5553. Since Sir Charles left the office the Order in Council has been modified, has it?—Yes.

Gen. Sir E.
Wood, G.C.B.,
G.C.M.G.,
V.C.

21 Feb. 1901.

Gen. Sir E.
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V.C.

21 Feb. 1901.

5554. Or shall we say that the regulations for War Office procedure put rather a distinctive complexion upon the Order in Council?—I think they were put in in consequence of statements made that the Commander-in-Chief had not seen all papers.

5555. (*Mr. Gibb.*) Supposing the heads of Departments represented at the Adjutant-General's meeting were of one opinion and the Commander-in-Chief were of another opinion, could the Commander-in-Chief practically prevent the opinion of the other officers reaching the Secretary of State in an official form?—No, I do not think he could, because I should protest, and I have again and again protested on the Army Board.

5556. Is not that the solution of the question we are discussing—that in practice matters go through the Commander-in-Chief, but in constitution each head of Department is entitled, if the Commander-in-Chief takes a different view from him, to go direct to the Secretary of State?—I should tell you that the mind of the late Commander-in-Chief was so constituted in some of his ideas that he has turned to me on an Army Board, not once but a dozen times, and has said, You and I are the two wise men, but the Army Board have beaten us.

5557. (*Sir George Clarke.*) May I take it that your strong view is that it is desirable that Military officers should gain in peace time something of what you call financial experience?—Yes.

5558. So that in time of war, when great expenditure comes, they may have had some previous training for their duties?—That is so.

5559. And you also say that you think the personnel of the Adjutant-General's Office should be a purely Military one, except as regards A.G. 4?—Yes, as far as control is concerned. As regards clerks, I would not employ Military clerks except on returns, training, deserters, and other matters of a non-confidential nature. The Second Division clerks would do the rest.

5560. Do you think there is any great difficulty in obtaining a sufficient supply of good staff clerks for your purposes from the Army?—No, I say there is no difficulty in getting staff clerks from the Army good enough for the purpose, and that when the people find out that they are taken we shall get a better class of people who will come and enlist with that object.

5561. And you think it would really encourage recruiting among an educated class if you had more prizes to offer them in the War Office?—I am certain of it.

5562. Do you see any advantage in the present system, under which the Pay Department is placed under the Quartermaster-General?—In contradistinction to whom?

5563. In contradistinction to being placed under the Financial Secretary?—Yes, I think that an officer in the Army will take any decision of a Military officer much more willingly, but that they will not lie down at once but go on kicking, though the decision is as right as possible, if it is a decision on the Civil side.

5564. Have not the officers in the Army now to accept frequently financial decisions coming from the financial civil branch?—I think not; I think there is always a great inclination to fight. When you have people who are trained up from joining to obey their superior officers it is not reasonable to expect they would take a civilian's decision—in fact, they do not.

5565. Then, you do not think it would be an advantage to make an arrangement which might ultimately lead to some kind of fusion between the Military Finance Branch, that is to say, the Paymasters' and the Civil Finance Branch, the Accountant-General at the War Office?—I should like to think about that. I have not done it. I must tell you that I suppose I got on with the Paymaster's Department, because the head of that office asked to come to me instead of remaining where he was. I have not been thinking of it lately, and I would sooner not express an opinion on it.

5566. You have said, I think, that your office is very much overworked, and you want a very much larger staff?—Yes.

5567. You say, also, that owing to the abolition of the office of Deputy-Adjutant General, Royal Artillery, A.G. 1 and A.G. 4 have been very much overworked, because you did not get any compensating officers to take their place?—Yes.

5568. Do you think it would be better to increase those branches or to restore the office of Deputy-Adjutant-General, Royal Artillery?—I hold a most decided opinion that it has not only been entirely for the good of the Army, but for the good of the Artillery, to break it up. It would be a misfortune for the Artillery and a greater misfortune for the Army, I think, if you reinstated it. It was proposed to go further, and break up the Engineers, but I resisted it; but I am quite clear as to the Artillery, and I believe if you ask any of the junior officers in the Service they would all tell you the same—that they are all more in touch now with the whole of the Army than they were when they were ruled by one man. If you read the minutes of Mr. Powell Williams's Committee, and when you find it took 40 signatures to get a corporal promoted, no one would ever now desire, I think, to go back to that system. I think you ought to weigh a good deal of what I have said here, because I have been the agent, you see, of decentralisation. I have been trying to shove everything off myself (and I personally have created seven depôts of Field, and five depôts of Garrison Artillery), in order that we may mobilise more quickly in the future; so that I am the apostle of decentralisation, and for taking it out of this house; so that I think I ought to say I am an interested witness here.

5569. (*Colonel Miles.*) Practically the whole executive administration of the Army falls upon the Military Departments, does it not?—I think so.

5570. The issue of all orders, and instructions, and communications, no matter how they may have been arrived at?—Yes.

5571. I may take it, I think, as you have already said, that all branches of the military department—not only the Adjutant-General's, but the Quartermaster-General's, and the others with which you come into contact—are very heavily worked?—That is so. They all do more work than any civilian.

5572. They do more work than any civilian branches?—Yes. I am speaking of people in civil life, because I know that some in the Contract Department have been working till 10 and half-past 10 at night. I was talking of men of business.

5573. With regard to finance, whereas certain decentralisation has taken place in districts, giving General Officers Commanding more financial power, no such powers have been given to yourself or to any of the higher Military officers here?—No.

5574. And you are in the same state as you were before?—Exactly; there has been no change here.

5575. You have no power of granting those extras of pay you spoke of, lance-corporal's pay and extra duty pay, &c.?—No, it has to go over to F 7 or F 9—F 1, I think it is.

5576. On all questions which go forward to the Military Departments, the higher civilian officials under the Secretary of State have the last word, have they not?—Yes.

5577. The relations between the Accountant-General's Department and the Military are very friendly now, I think?—I should say not only now, but have been for 6 or 7 years.

5578. Have they given you every assistance?—Every assistance.

5579. That I think is generally agreed to on the Military side?—For 7 years I have had the warmest and most cordial assistance, and whenever I have wanted to make a point against the financial side, I send over and say: "One of you come here; I know I have right on my side, only I do not know how to do it." I have always had the warmest assistance since I have been there.

5580. And especially so, I suppose, during the war?—I should say, in the war, we have had unlimited power. We have been practically allowed to do what we think fit.

5581. (*Mr. Mather.*) But before the war how were you placed?—Before the war you may take it the Adjutant-General would not like to do anything without full concurrence from the Financial side.

5582. (*Colonel Miles.*) Do you agree that a closer touch between the Military Department and the Finance Department is advisable and desirable?—I say it is essential to smooth working and economical working.

5583. That a spending Department, say, like the Quartermaster-General's Department, should be in closer touch with the bills for their expenditure?—Yes. You asked me just now for an instance as to spending money. Although the Adjutant-General does not spend money, he gives orders which necessitate expenditure every day. This is a fair instance. Take an officer ordered home from India, while the General Commanding would like him to go from one battery to another instead of going home; the Adjutant-General, for adequate reasons, which may not appear reasonable to the Quartermaster-General, orders him home. That is a matter of daily occurrence, and could be arranged at these weekly meetings I have spoken of.

5584. Do you think that it is desirable in every way to train officers in those higher responsibilities which they must take when active service comes?—Yes.

5585. (*Sir Charles Welby.*) What has been your experience of the effect of the decentralisation steps that were taken in consequence of the Committee of two years ago? Has it had a favourable effect on the working of your Department should you say?—I should say, although I cannot at the present moment state any beneficial effect, I think, undoubtedly, it is so. We have had fewer references, and officers have been more inclined in this late crisis to act on their own responsibility. I must say that it has had the effect, on the other hand, of giving one or two people, who perhaps had not been trained, ideas which are inevitable. A General has built a billiard room for the sergeants' mess which we have been struggling for for 25 years with the Secretary of State to allow. That would cure itself; if that man had been trained to know what he should do and what he should not do he never would have made that mistake.

5586. Has the decentralisation which has been effected produced much effect on the volume of work passing through your Department?—I think it is impossible to tell, because since it was effected we have been working at top pressure, so that I do not think really we could tell. Every night of my life I take home work.

5587. Are you of opinion that all that can be done in that direction as regards your Department under existing conditions has been done?—No.

5588. Do you see your way to further steps in that that direction?—I should not like to name them now, but I do not think we have gone far enough.

5589. But you are not prepared to go into particulars now as to the direction in which it might be carried further?—No. I would like you to tell me first of all: Are we going to form Army Corps?

5590. I am afraid I am not in a position to answer that question; but assuming that there were going to be, we will say, fewer and larger Military Districts than at present, could you indicate in what directions you could see your way to decentralising the work of your Department?—I should say no end of references which now come up here need not come. Even with the powers we have I do not think we have done enough. I commanded two districts, and in those two districts I made my Chief Paymaster my financial officer. Whenever I had a paper returned from the War Office disallowing anything, I made myself very unpleasant to this Paymaster; he had never been trained in that way, and I said, "I think it is a disgrace that if I allow a thing which comes back disallowed, I have to stop it here." The generals who are old boys, who have been brought up under a different system, with no responsibility, have not yet realised all this. I would not like to tell you off-hand, but I feel certain we can go a great deal further in the way of decentralisation. I feel certain a great number of papers come to us which need not come to us. As long as we have a House of Commons which concerns itself with every letter written to the papers we shall have difficulty.

5591. Do you think House of Commons questions are largely responsible for the degree of centralisation that prevails?—Yes.

5592. And that there is danger in any system, however elaborate a system of decentralisation may be instituted, of it gradually drifting back, through this intervention of Parliament, more and more towards a centralised system?—Yes.

5593. May I take you back for one moment particularly to the work of your own Department. Looking

through the detailed description, as shown in the War Office list, of the work of your different branches, it certainly strikes one on the face of it that there is a good deal of work transacted there which might conceivably be transferred to Military Districts?—I am certain of it.

5594. May I take one or two of the headings which occur to me in that light? I see under A.G. 1 the "proportion of units and detachments for embarkation"?—As to the proportion of units and detachments, that must be done here, because the proportion of a draft for embarkation first of all has to be arranged according to the country to which they are going, and the age of the men, and it has to be arranged with regard to the number of people who are coming home from the station to which they are going. Take a battalion, which is a unit in peace time, which is going out and is going to relieve its link. It will go out, perhaps, 540 strong, and would take over the balance of 1,000 in the country it is going to, which has still got, we will say, in India, two or more years to remain. That must be done here.

5595. It would not be possible in that case to tell the General Commanding the District the date on which the battalion under his command would have to go abroad, and the strength to which it would then have to be made up, and leave him to work out the details, would it?—We do leave as much as we can, but I am afraid we must always have the numbers. The Commander-in-Chief, say, in the Punjab, would not like to have to correspond with the General Officer Commanding in the North-Western District, for instance, if the battalion happened to be there. I do not see any way of getting out of that.

5596. Partly owing to recruiting being centralised, of course, you prepare your units by drafts from the depot, which may be in a different command to that in which the battalion is?—Yes, that is constantly happening.

5597. (*Mr. Gibb.*) In preparing a draft do you get the names of the men who are to be sent out through the General Officers Commanding Districts?—No, the Officer Commanding the battalion does it. We say that "certain numbers of your people having three years' service, or four years' service, or that a certain number, may be exempt." I may say that every officer wants to keep his best men and send the ones he least likes out to India. When a man misbehaves, for instance, a common expression is: "Now you will be for the next draft," and the man out there resents that. We do not go into that, we say certain men—corporals or lance-corporals—may be exempt, and then say: "Send the rest."

5598. You do not select the individuals to go?—No.

5599. That is left to him?—We are obliged to watch it because the General of the District is sometimes asked to prepare a draft of 200 men and send us up numbers. Sometimes they write and say there are not 200 men, and we say "really." Then we find the General has a servant or the Staff Officer has a groom, and he has been excused, so we are obliged to watch it in that way.

5600. Does that answer apply to officers as well as to men?—No, practically the officers are generally keen to go, and there is no difficulty about them. Their names come to us. They are nominated by the depot; but that is done in a perfunctory way; a depot officer in two years is sent abroad, and when a man wants to go earlier he sends up his name; it works almost automatically.

5601. (*Sir Charles Welby.*) I see "Leave of Absence" and "Furloughs" put in as a heading?—Yes.

5602. That strikes one as the sort of work which would naturally fall to be dealt with either in the units or by the General Commanding the District?—It is. I think that refers to when there is any trouble—the man being on furlough and getting into trouble.

5603. "Regimental and Garrison Institutes and Canteens"?—We do not manage them, but issue general instructions under which they are conducted.

5604. "Leave and Training of the Army Reserve"?—I think we must do that because it becomes a question for the Secretary of State, and varied from year to year.

5605. "Militia and Yeomanry Training Arrangements"?—It is so often necessary to send the Militia out of its district to train that that is necessary.

Gen. Sir E. Wood, G.C.B., G.C.M.G., V.C.

21 Feb. 1901.

Gen. Sir E.
Wood, G.C.B.,
G.C.M.G.,
V.C.

21 Feb. 1901.

5606. If the districts were larger that would cure itself, would it not, and it would be easier to arrange it locally?—It would cure itself.

5607. Then I go to A.G. 2 "Recruiting Subdivision." I see there "Reports of Fraudulent Enlistments"?—I am afraid you must keep the recruiting here, for this reason: we will say we are in normal times, and we want to get the battalions up so that we turn the tap on to certain battalions—say we leave the fourth battalion alone and turn it on to the fifth.

5608. These are what you may call the side issues, such as discharges, re-engagements, extensions of Army service, continuance of soldiers in the Service after completion of engagement. Is it not conceivable that all those things might be arranged by Generals locally?—We thought so, but the moment we tried it we had to stop it, for the Generals let the men go broadcast, and we found the Army was being depleted. A kind-hearted General would let them all go away, so we had to damp it down.

5609. That is not very promising from the point of view of decentralisation, is it?—No, but we must be patient; it is difficult to take your old officer out of beaten tracks, and I expect the Generals to go wrong in the first instance.

5610. So you would not take the fact that that has not worked very well in practice as an argument against persevering?—No, I say persevere. I say generally speaking, go on, as it is the only logical system.

5611. Then as to A.G. 4, the Discipline sub-division—the "Deserters, Rewards for apprehension of and "expenses in connection with deserters, and fraudulent enlistment"?—I will tell you why that comes here. A man deserts, say, at Cardiff, and is picked up in Norfolk. The two people wrangle over him, and that is the reason why it has been referred here; I do not say that it may not be, and perhaps we shall not get Cardiff to agree with Norfolk finally.

5612. Finally, under Discipline come questions as to cooking. Is it essential that that should be dealt with in Pall Mall?—No, I think the whole of it might be dealt with at Aldershot, except for this reason, that Aldershot says it has not more room; but when you squeeze Aldershot a little it has more room you find. The fact is, Aldershot is more impressed with the comfort of its own cooking class than it is with finding cooks for the Army, so that constantly a district is telling us it cannot do more, and we find, when we come to look into it, that it can do more.

5613. You are quite prepared to put forward, are you, a scheme for devolving a good deal more of the work which is now done here upon the branches or sub-districts?—Yes.

5614. (Mr. Beckett.) With regard to questions in Parliament, do you consider them an unmixed evil?—No.

5615. There are certain cases, are there not, when the question calls attention to a legitimate grievance?—Yes.

5616. Or to an unsatisfactory point in the working of the Army system?—Yes, but they are very annoying, and occupy time which might be much better occupied; but I should be very sorry to attempt to stop any questions at all.

5617. Do you consider that they are serious drawbacks to the smooth working of the Army in some respects?—Yes.

5618. Did you quite understand my question?—Yes, I think so. These questions occupy a great deal of

your time, and are a great nuisance, and stop you doing more useful work, but I would not stop them. The Secretary of State, I think, or whoever is answering the question, might do a good deal in damping them down, but I think it would be a mistake to say "We shall not answer."

5619. I see there is one branch of the Department which is almost entirely occupied in framing answers to questions?—That is so.

5620. And if, in your opinion, it tends to centralisation it is a very serious evil?—It must tend to centralisation, otherwise we should have a Secretary of State stating two conflicting decisions.

5621. (Mr. Mather.) You mean if the decentralisation were carried on in large Army Corps districts, the Secretary of State would have much more difficulty in giving explanations concerning those commands than he does now from the War Office?—Yes, but I think even then it would be necessary to come to the Secretary of State for War.

5622. (Mr. Beckett.) Would it be possible to give a few instances of the mischievous results that follow from injudicious questions in Parliament?—I do not know that they have any bad effect on discipline, but I can give you a ghastly instance by next Tuesday of the number of questions which are poured on to my head.

5623. In your memorandum I see you say: "Until it has been definitely decided what is to be the Military and civil staff of General Officers commanding"—What do you mean by "civil staff"?—I should like him to have some financial adviser; one of the people who have been trained here; then those questions would never come up here.

5624. You also say it is necessary that all the branches of the Adjutant-General's Department should be in a position to frame estimates and financially consider the cost of the present or proposed personnel of the Army. Is that done by the Accountant-General at present?—Yes.

5625. But does he not act under a requisition as it were?—I think Mr. Gibson can really tell you; he knows more about that than anyone else; but I, as Quartermaster-General, and trying to calculate expenditure myself, found practically that my work was useless, because from many points of view they probably do it very much better. But I think you would make us much more chary of proposing an expenditure of money if we knew what was coming.

5626. But if you had to frame these estimates, would it not lead to a large increase in your staff?—I do not think so.

5627. You say that the officers now do not say, give, give, give, as much as they used to?—Yes.

5628. Is that because they have had so much money at their command?—No, I think it is now because we have more trained officers from the Staff College at the head of the Army who try to look at the thing from a business point of view.

5629. Do you think that the heads of departments here and Generals commanding districts would pay proper attention to economy?—I doubt whether at present there is much economical feeling in Generals of Districts.

5630. Then you would not entrust very large powers of expenditure to them?—We shall have to educate them up to it.

TWENTY-FIRST DAY'S MEETING.

FIFTEENTH DAY'S EVIDENCE.

At the War Office.

Tuesday, 26th February 1901.

PRESENT :

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

General Sir RICHARD HARRISON, K.O.B., C.M.G., R.E., examined.

5631. (*Chairman*.) You have been Inspector-General of Fortifications since 1899, I believe, and before that you were Quartermaster-General?—For a short time, yes.

5632. So that you know where the two departments come in contact?—Yes.

5633. I should like to ask you a few questions on the memorandum which you sent in to us on the 14th of January?—Of course, I did not know then exactly what was wanted. I wrote a short one to form the basis of any discussion.

5634. There are a great many points that arise out of it. You tell us in the second paragraph how work is initiated, and then you tell us in the next paragraph that a subject once started is dealt with by minutes between the departments or by conferences. Are those conferences called from time to time *ad hoc* to discuss a particular question?—I meant by conferences the meetings of officers to talk over a subject.

5635. Not a meeting at any stated interval?—Not a formal conference. I meant that we found that very often it was better to conduct business and carry it out by calling two or three officers to meet together and discuss the subject, than by writing from one to the other.

5636. Those would be officers belonging to the different departments?—Yes, between myself, for instance, and the Quartermaster-General—between the Inspector-General of Fortifications and the Quartermaster-General. A great many subjects, nearly every subject, in fact, connected with barracks has to be dealt with by these two departments conjointly.

5637. Would it save time, in your opinion, if all new proposals that affected more than one department, which affected your own department and some other department, were referred to some central board?—I hold to a central board to initiate subjects, to take up any big new subject—for instance, the redistribution of troops in England, or some big subject like that.

5638. I am not referring so much to that as to the possibility of a Board composed of officers representing all departments with which the question is concerned to meet together and thresh out that question sitting together round a table?—You would waste a certain amount of time, because you would get some officers who are not at all concerned with the subject who have to sit listening to subjects that they have nothing to do with. The conferences that I was alluding to were conferences between those who were immediately concerned with any particular subject.

5639. But a great many questions in your department concern you and concern the Quartermaster-General and also concern the Adjutant-General?—Yes, and it is very convenient that those three officers should meet occasionally and discuss questions; but if

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you were to bring in other officers you would be wasting their time by making them sit and discuss for hours and hours when they might be doing good work elsewhere.

5640. I should not propose to bring in the Commander-in-Chief, but to bring in the Head of the department concerned?—If he has time for it, of course it would be a good thing if he could settle the thing; but he has a good many other things to do.

5641. How far does the Army Board assist in settling questions?—It has not at present dealt with that sort of subject. It is laid down in the Regulations, which you have got, no doubt, what the Army Board is to do. It is really concerned chiefly with foreign expeditions and mobilisation; it is laid down in the War Office Regulations. I would like even that; but it is rather more convenient for any special question like, say, a barrack question, that the officers immediately concerned should meet and discuss it.

5642. Then would you be in favour of the institution of any Board upon which your own department, the Quartermaster-General and the Adjutant-General were represented, which should meet at stated intervals and deal with questions in which all three departments were concerned?—That would be a good thing. It used to exist here, but it has died out. It used to exist three or four years ago.

5643. Did it exist in the form of the old Adjutant-General's Meeting?—Yes; it was a very convenient arrangement.

5644. And did the Adjutant-General's Meeting actually deal with these subjects?—Yes. It was before my time; I heard of it.

5645. But you know of it perhaps as Quartermaster-General?—Yes, the Quartermaster-General, the Inspector-General of Fortifications, and occasionally the Director-General of Ordnance, if he was concerned, used to attend, I believe.

5646. Did that Board meet while you were Quartermaster-General?—No.

5647. Then you only knew of it as having existed?—Yes. It was in Sir Redvers Buller's time. I practically succeeded him; at least I went to the Quartermaster-General's Department when Sir Evelyn Wood went to the Adjutant-General's Department.

5648. The object of a Board like that, meeting at stated intervals to deal with questions in which the various departments were concerned, would be to get over the delay which it is alleged arises very often now from the frequent reference first from one department to another, and then from that department to a third, so that the questions take very long in getting settled?—Yes.

5649. You have, I suppose, some knowledge of the question, though it may have taken place before you

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

came to your present post; but we are all familiar with the allegations?—We do meet now occasionally, but it is informally; we try and arrange a meeting every now and then on some subject to settle it as far as we can. But then we do not form a body that can settle a subject; we can only recommend.

5650. That is to say, the recommendation would have to be approved by higher authority?—Yes.

5651. Still you would all get together and make an unanimous recommendation?—That is it.

5652. As it is now there are said to be very great delays by the constant references between the different departments?—Yes.

5653. Take an instance that happened before you were in your present post, like the building of the Winchester Barracks. There was enormous delay there. That was before your time?—Yes, but I have heard a good deal about it. The building is going on now.

5654. But it was a long time before it was settled?—Yes, it was a long time before it was settled. It was the preliminaries that took the long time. The building itself has taken a good long time, but the preliminaries took a great deal longer.

5655. The preliminaries to settle what was to be built?—What was to be built, and where it was to be built, and so on.

5656. And these preliminaries consisting very much of correspondence and discussion between the various departments before they could be brought to agree?—Yes; and a great many others were concerned, because the Winchester Barrack is a barrack that is intended for the Rifle Brigade and the 60th Rifles, and all those concerned in those two regiments were more or less interested, and they were all consulted; so that there were a great many other people to get together than is usually the case. I have no doubt that that added to the length of time in settling the preliminaries.

5657. If you had had a Board meeting you would have had a nucleus of the people interested who might have pushed the question on?—I think a Board, with a certain amount of power, would certainly have pushed the questions on more rapidly; but, of course, an informal Board will do it to a certain extent. If a Board has power to settle a thing, why then it will help things very much indeed. It would expedite matters wonderfully. If an individual is allowed to settle things it is quicker still. But that, I suppose, will never happen.

5658. We have had a statement also—to come to a more recent case,—that two years have been consumed in considering the details of certain new barracks at Pembroke and Malta?—Perhaps you had better ask Colonel Watson about that; he will be able to give you full information about it.

5659. You would wish us to reserve that for Colonel Watson then?—If you please.

5660. And there was another question at Malta about barrack accommodation at Floriana, would you like that referred to Colonel Watson also?—I think so—two questions of barracks at Malta—yes, please.

5661. Very well. Does the delay over such work arise at all from the practice of the detail working plans being drawn out at the War Office and then referred to the station. What happens now with the plans for such works?—Colonel Watson will explain all that in detail better than I can, I think. Sometimes the plans are done at the station and sometimes they are done in London, but generally when it is done in London, it is done as a convenience to the station. But I think Colonel Watson will explain all that better to you, because he is always at work on it, and he will give you instances.

5662. Then we will keep it for him?—I know generally how it is done.

5663. Then in your memorandum you go on to state that your department is hedged round by "a network of checks" such as you believe do not exist at all in Civil life?—Yes. I explain that, I think, by saying that a Civil architect goes on with the work without any check at all—you trust him; and I think we might be trusted as much as a Civil architect.

5664. You give us no remedy; you say, let the same amount of trust be granted to the Inspector-General of Fortifications—that is to say, let him make his own

contracts?—Yes. You have been going into the contract question.

5665. What you mean by that, I gather, is that you should have liberty to make all your own contracts without any reference at all to, and without using as your intermediary or agent in any way, the actual Director of Army Contracts?—Yes. If you have two people to do a thing it will always take a great deal longer than where one person has to do it. They may be both good people, but they will go on arguing about every question, and every little detail has to go on backwards and forwards like a shuttlecock between two battledores, and it takes a long time. If the Director of Contracts could do the whole job I would let him do it; but he has not got the experience or the knowledge to enable him to do it.

5666. Does a Civil architect make his own contracts?—Yes, certainly; all those that I have over dealt with.

5667. (*Mr. Gibb.*) Very rarely?—There is no Director of Contracts in with him.

5668. An architect never makes the contract for the work he has to carry out; the contract is made by his employer?—He calls for tenders. Of course I do not mean to say that we would not call for tenders; we should call for tenders. The whole work would go on the same as it does now with the exception that one person would do it instead of two.

5669. (*Chairman.*) You would decide which tender should be accepted?—Certainly, and we should only take those firms we could trust. The architect does the same. I have built a good many private houses, and I know how it is done. I have worked in private life as well as public; I have built several houses for myself in different parts of the world, and therefore I have an intimate knowledge of how a small work is done; I will not say a big work, but in the case of a small work when your architect has made his plans you find out the names of three or four good firms round about whom you can trust, and you call for tenders from them; but you would not call for unlimited tenders as a rule; it is very seldom done. It is done for big works no doubt occasionally.

5670. But it is not the architect who decides on the tender?—He provides the designs. In my case the architect has carried out the whole business from beginning to end.

5671. (*Mr. Gibb.*) The architect advises but does not decide?—You yourself decide, certainly.

5672. (*Chairman.*) But your theory seems to be that you would act both as architect and as employer who settled which tender was to be accepted?—I see. What you mean is that the Director of Contracts represents the owner?

5673. Precisely?—I look upon it that the Secretary of State represents the owner (the King, in our case) and we are responsible to him.

5674. How far, if liberty was granted to you to make your own contracts, would you delegate power to the General Officers Commanding?—I would give it them up to 4,000*l.* or 5,000*l.*, I think, for convenience. If there was a very large contract it would be better probably to make it in London, where you could get a larger field; but I think we might say up to 4,000*l.* or 5,000*l.* Personally I think you might almost give them unlimited power and allow them to appeal if they wanted a broader field than they could get in their own district.

5675. (*Mr. Gibb.*) Unlimited power to do what?—To call for tenders.

5676. (*Chairman.*) And to accept tenders?—And to accept tenders; to nominate a firm to do the whole thing.

5677. To put the contractors on the list from which tenders should be called for?—Yes, certainly.

5678. And to decide who should do it?—Yes, under the Inspector-General of Fortifications, who should be the responsible man to the Secretary of State.

5679. Then would you delegate absolute power, or would the General Officer Commanding appeal to you?—If you trust him you must give him the power.

5680. When you say he is under authority he would not appeal to you in every case?—He would be responsible. If he employed a bad man and I went down, or one of my officers went down to inspect and found the work bad, we should be down on the General; but now

you cannot be, because the General says, "Oh, but I have got a contractor we did not recommend, that we knew to be a bad man." Therefore you cannot make the General responsible at all. You have to say, "Oh, well, I cannot help it."

5681. The present rule is that the General Officer Commanding may be able to deal with contracts up to the value of 2,000*l.* P.—Yes, that is new; that was done since the Decentralisation Committee reported, and it has only just begun; it is hardly known yet; it has just begun to work.

5682. How far has that really conferred power upon the General Officers Commanding? One General has told us that this new power really means nothing, as all tenders under 2,000*l.* are referred to and accepted by the Director of Army Contracts P.—Over 2,000*l.*

5683. I understand General Fraser to say all contracts P.—It ought to be over 2,000*l.* Under 2,000*l.* he can grant them.

5684. (*Mr. Mather.*) But General Fraser thinks it is useless?—It is not much use at present because it has not gone far enough; that is really the whole point. If you are going to make a General responsible you must give him a certain amount of power or else you cannot make him responsible; it is no good setting a man to run and tying his legs together.

(*The Secretary.*) General Fraser means that he is practically bound to accept the lowest tender.

5685. (*Chairman.*) He says "Therefore the powers are absolutely illusory" P.—What he means is that it is subject to check; the Director of Contracts can say to him, "You did wrong there; you accepted a tender that was not the lowest."

5686. (*Mr. Mather.*) The point is that on the list supplied to him of contractors satisfactory to the Director of Contracts there are firms, one of whom may be the lowest in the tenders, to whom he would not like to give the work at all, but under the present circumstances he is compelled to give him the work. If he had to make a list of contractors worthy of being entrusted with the work, then he would take the lowest, but he has no control over the list of contractors P.—That is so.

5687. Therefore the powers given to him, he says, are illusory P.—That is what I say; it is not enough.

5688. (*Mr. Gibb.*) He has the power up to 2,000*l.* P.—Yes, but he has not the power of regulating what firms are to tender.

5689. But for a contract up to 2,000*l.* he has?—No, not even then. That is really the whole point; he has not the control of the firms that tender.

5690. But has he not as much power as anybody else except the Secretary of State P.—No, the Director of Contracts settles that certain people are to tender besides, and then he is obliged to accept the lowest tender.

5691. But as regards works up to 2,000*l.* the General Officer commanding has power to seek tenders according to the present Regulations P.—Yes.

5692. Then if he thinks that a tender higher than the lowest should be accepted he can secure that his view will be carried out, unless the Secretary of State thinks otherwise?—You mean that it has to be referred to the Secretary of State for decision?

5693. Certainly; if the Director of Contracts took a view different from the General Officer commanding, the General officer commanding could obtain the decision of the Secretary of State upon it?—I suppose he could, but I do not quite know how he would do it; you mean he would go and see him, or try and see him?

5694. Or get his decision upon the point?—Yes.

5695. (*Chairman.*) I think General Fraser's point is this: he regards the authority to deal with works up to 2,000*l.* as merely nominal, because he says he has no voice in the selecting of the firms from whom tenders are called; that list is selected, he has no voice in it, he has to assume therefore that all the firms on the list are of equal value, and therefore he accepts the lowest tender as a matter of fact; he having been furnished with a list of persons who are said to be all equally satisfactory, in the formation of which list he has not been consulted, when the tenders come in from those people he takes the lowest as a matter of fact, all being equal?—That is so.

5696. (*Mr. Gibb.*) But surely there is a little confusion of mind there. The fact that the contractor is on the

list and invited to tender does not make it necessary to accept his tender although it is the lowest P.—No, that is so in theory.

5697. And as I read General Fraser's memorandum, he thinks that in cases under 2,000*l.* the General ought to be enabled to accept a tender higher than the lowest without criticism from the Director of Contracts, but I do not understand that he carries that further than this, that the Director of Contracts may criticise; he cannot order unless the Secretary of State approves P.—But he settles the contractors in the first instance.

5698. The Director of Contracts cannot order the General to accept a particular contract?—No, but he can order him to employ a certain man; at all events that that man shall tender I mean to say. He can say, "You must call upon Mr. Somebody and Mr. Somebody else to tender besides those you have on your list."

5699. But the fact of asking a man to tender may have a salutary effect on the other tenderers, but that cannot compel him to accept a tender which he does not like?—I do not like to answer for General Fraser; I do not know quite what was in his mind.

5700. (*Chairman.*) I think what was in his mind is really clear. He says, "I have no voice in selecting the list, I am told to call for tenders from a list of contractors, and that list has been made without me. I have to assume that everybody on the list is of equal value; therefore, I naturally accept the lowest tender." What General Fraser really desires is to have a voice in the determination of the list of contractors. Passing away from that point, let me ask you this: The Committee have been considering the advisability of recommending that the heads of all Supply Departments, including the Inspector-General of Fortifications, should in the first place have a determining voice in the list of contractors to be employed from whom tenders are called for, and should have absolute authority in accepting any tender on their own responsibility up to 500*l.*, that is to say, in case the Director of Contracts wished another tender to be accepted and the Inspector-General of Fortifications was not of his opinion, the Inspector-General of Fortifications should without appeal absolutely decide that question. How far would that meet your views?—Up to a 500*l.*?

5701. Yes; it was not made particularly for the Inspector-General of Fortifications. I gather you would want it to be carried higher?—At present Generals have it up to 2,000*l.*

5702. But they have it in such a way that not being consulted about the Lists they contend, at least General Fraser contends, that it is really useless?—I do not know quite what to say. In the case of stores, power up to 500*l.* would be an advantage to us; at present the Generals have only power up to 50*l.* for stores; that would enable us to carry on day work which we cannot do now.

5703. But I gather that you would desire in the first place this limit of 2,000*l.* for the General Officers Commanding to be made effective?—Up to 5,000*l.*

5704. You would not rest with 2,000*l.*, you desire to go up to 5,000*l.* P.—I should give them more power and increase the amount. I should give them entire power to work it up to 5,000*l.* in districts.

5705. You mean by entire power, allowing them to determine the list of contractors and settle which contract should be accepted?—Yes; I do not think any contractor should ever be thrust upon them. When they report that a contractor does bad work in three or four things, I do not think that that contractor should ever be thrust upon them; it is not fair; no private person would employ a contractor that he knew did bad work. I would not.

5706. (*Sir Charles Welby.*) Do you think in practice the case often arises of a contractor being forced upon a General Officer Commanding?—Yes, we have had several cases.

5707. What sort of number of cases?—I reported a case only last week of bad work.

5708. Do you think there are any appreciable number in the last five years say; can you give any idea of the number of contractors considered as bad by General Officers Commanding, who have been forced upon them?—I do not think I can. We fight hard, of

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.
26 Feb. 1901.

course, to exclude these men, but it is a great deal of trouble.

5709. Do you often have to fight?—I think very often. I would rather others were consulted about it, because it does not come immediately under me; I know a great deal of correspondence takes place on the matter.

5710. (*Mr. Gibb.*) Colonel Watson told us before when dealing with the subject of contracts, that tenders were always referred to the Inspector General of Fortifications before being accepted?—Yes, they go backwards and forwards, that is what I say.

5711. And I did not understand from him that he had had any difficulty in getting a contract accepted which your department desired to be accepted?—We have had difficulty with contractors. I do not quite follow the question. We have had contractors employed, I think Colonel Hildebrand gave you evidence about it—against our wish.

5712. Colonel Hildebrand's evidence was rather different; as I understand, he dealt with a different class of work from that which Colonel Watson dealt with?—He does fortification work and Colonel Watson does barrack work.

5713. Lists of tenders are submitted by the Director of Contracts to the Inspector-General of Fortifications for decision as to the acceptance of tenders, but have you had during the last five years we will say—?—That is not the position, so far as I understand it, that we were discussing. We were discussing whether a contractor that we consider is not fit to do work should be employed when he once tenders. When he is one of the men that tenders and we get the tender, then it is past alteration; you are bound to accept his tender.

5714. I confess I do not see it in that light. It is a common practice to invite a large number of contractors to tender, reserving the question of acceptance?—When you advertise generally.

5715. Or even on a selected list it is not uncommon to put on the list firms whose tenders you would hesitate about accepting, but you decide the ultimate acceptance without reference to the original placing on the list?—You see I have not personal experience enough to say whether we make observations with reference to those tenders. I have no doubt that Colonel Watson will tell you whether he has often to do that or not.

5716. But if there had been any real difficulty it would have taken this shape, would it not: that you wanted a particular tender to be accepted, and the Director of Contracts wanted another tender to be accepted?—Yes.

5717. Then, what I was going to ask you is: Have you had during the past five years any number of these cases of difference of opinion as to the tender to be accepted?—I think if you were to ask Colonel Watson he would give you the cases in his Branch. Each Head of a Branch deals with his own tenders. There are three Branches.

5718. (*Chairman.*) Then we will reserve it for Colonel Watson?—If you please.

5719. (*Mr. Gibb.*) But I should put the same question as to General Officers, whether you know that General Officers Commanding have in point of fact been over-ridden to any extent when they have recommended definitely the acceptance of a particular tender?—I could get instances, but it is only just started.

5720. (*Chairman.*) There is hardly sufficient experience yet, you mean. However, I think we may take it that you would like to see General Officers Commanding given full and effective power up to 5,000*l.*?—Yes.

5721. Then you go on with your recommendations. You say, "Let the Inspector-General of Fortifications be subject to only one audit." What audit is there now? When a work is done, to what extent do you accept the certificate from the Commanding Royal Engineer in Charge?—As regards the checks that are made, the Accountant-General would tell you better—he has put forward a paper here, I think, about it. The Accountant-General checks the bills and the ledgers and so on.

5722. Let us come to the check in the Inspector-General of Fortifications Department first?—This is in my office. They check some of the bills in my

office, and then there is what I understand to be a regular audit afterwards of the whole of the accounts; but I do not know the detail of it; at least, I would rather not give evidence about it because I do not know enough about the audit. It would not come before me at all.

5723. But there is an audit carried out in your own department, is there not, by your own officers? You have surveyors and others?—Yes, but the Accountant-General does that.

5724. He does it afterwards?—He is responsible for it.

5725. I thought the Inspector-General of Fortifications was responsible in the first place?—The generals are responsible for the bills they send up, and then those are checked by the Accountant-General in my office with the assistance of the surveyors; they are passed backwards and forwards to the surveyors; that is to say, the books are passed backwards and forwards between the gentlemen who are checking the accounts and the surveyors in my office; it is all done in the office.

5726. It is done in the office, but there is a first process by which the Inspector-General of Fortifications does it, does he not?—No, they are not under me; it is done under the Accountant-General.

5727. The surveyors are under you?—The surveyors are under me, but the surveyors work with the Accountant-General. The surveyors are simply used to give technical opinions; the surveyors check the bills, and so on; they go through a certain percentage of the bills.

5728. Before they are passed on to the Accountant-General?—No, it is all done concurrently.

5729. Then what is precisely your recommendation, that you should be subject to only one audit?—I do not think this present system is necessary at all.

5730. You do not think the audit that is carried on now is necessary at all?—I do not think it is any good at all; I think it is waste of time, the whole of it.

5731. Then you would simply accept the certificate of the Commanding Royal Engineer in charge of the works?—Yes, we should check it in our office by the surveyors.

5732. Then that would be an audit?—It would be our own. We should be responsible. We should do that anyhow.

5733. What would that checking consist of?—Just going through the bills and seeing so far as you could on paper that the work was done, and that it was according to the correct prices.

5734. Adding up the quantities and taking out the measurements and so on?—There would be a certain amount of addition done no doubt, but chiefly to see that the material, or whatever it was, the material or the labour was properly priced.

5735. From the papers?—From the papers. It is only a certain amount of check; the real check is, of course, on the ground, seeing that the work is done. When you build a house the real check is the measurement that is made on the spot.

5736. (*Sir George Clarke.*) The only real check in such a case is that which is applied on the spot; that is the only real check that is possible in such a case?—That is what I said.

5737. There can be no other in the nature of things?—I do not see how any amount of paper check afterwards is of the least use, but you can check some of the bills to see if they are properly made out, and whether the prices are correct, and so on.

5738. (*Chairman.*) Then the check that I understood you to propose just now to be done in your department by the surveyors is one that is really illusory?—No, not by the surveyors; the checking that is done of the bills under the Accountant-General. I think the Accountant-General himself says it is no use.

5739. (*Mr. Gibb.*) But what do you do in your office that the Accountant-General cannot do in his?—I do not think anybody can really check whether a building is properly constructed or not unless he sees it—unless he goes down to see it.

5740. The question rather was that you described the Accountant-General's examination of the bills as illusory?—I think it is quite illusory.

5741. Is not the check in your own office (apart from the local check) equally illusory?—Well, I do not know. A certain amount of checking of the bills, I think, is necessary just to see that the prices are correct.

5742. That an accountant can do as well as a surveyor?—No; it requires technical knowledge to a certain extent. A surveyor's clerk, of course, could do it; anybody who has been trained to the work could do it.

5743. (*Sir George Clarke.*) Also you have the drawings, of course, in your office; therefore the surveyor who has a certain building reported to him as completed can check it by measurement?—Yes.

5744. Which, of course, the Accountant-General's people could not do at all?—No.

5745. Then I suppose you also check the prices?—They check it in the office.

5746. Your surveyors also check the prices?—Yes, of course that is exactly what they do, it is the prices of material and labour and so on, that can be done in the office, as they check the bills, that is all; but the actual checking of the building done must be done on the spot.

5747. (*Mr. Gibb.*) You would never take a measurement from a drawing to supersede the measurement on the ground?—No.

5748. Then if they do not agree you take the figures of the measurement of the completed building?—Yes.

5749. There is really not much check there.

5750. (*Chairman.*) If they do not agree I suppose you send down to see?—Then you would have an inspection. If you make the Generals responsible for the work entirely, you must have a certain amount of central inspection and the inspection is a very valuable thing. I am called Inspector-General of Fortifications and I have certain officers called Deputy Inspector-Generals and Assistant Inspector-Generals, and if their time is all taken up in the office they have no time to go round about and inspect, and the inspection is the way to ensure that your work is done well and done more or less on some system.

5751. Then may I say that your recommendation amounts to this, that you would accept the certificate of the man on the spot and would check it only by sending down inspectors?—By sending down inspectors.

5752. You would do nothing in your own office; you would not check from the drawings or anything of that sort?—No, except that we should check some of the bills through the surveyors.

5753. Would that check be of much value?—I think of a certain amount of value.

5754. But the real value would be the inspector of the work on the spot?—Yes, if we found that a bill came up and the bill was certified and was incorrect, then of course we should come down upon those who were at work, on the General and those under him.

5755. But even if you had no reason to think it was incorrect, would you not be in favour of sending your officers down to make surprise inspections?—Yes, periodical inspections; I am arranging for it; I have begun it already, and am doing it now. Theoretically it has been supposed to be done up to now, but there have been so few officers, and they have been so hard worked that they could really barely get through their day's writing.

5756. They have been so hard-worked owing to their having had to do so much checking?—Owing to so much correspondence between one department and another. That is what takes the time. The correspondence between the Director of Army Contracts and our office is something enormous. Every single thing goes backwards and forwards.

5757. Do you get to the true cost of buildings? I mean, do you show clearly the pay of soldiers and the cost of Army stores that go to make up part of the total cost of a building, because I understand that you supplement contract labour on buildings sometimes by the employment of Military labour and by the use of Army stores; therefore do you get in those cases to the true cost of the building?—We do not often mix the two. A contract is a contract. If we build a building by contract it generally would be built right through by contract.

5758. But there are a considerable number of cases, are there not, where it is otherwise?—There are some, but as a rule works you do by day work you do right through by day work; but I think there are a few cases where it is mixed.

5759. In which cases, at any rate, you use Army stores?—Then we have to buy the stores. If you mean, for instance, guns; if you want to get the value of a fort, of course guns are supplied by another department, and the carriages by another department, and so on. You could get the price of any fort or the price of any barrack; we could work that out quite easily.

5760. It is stated that works done under lump-sum contracts have so many variations that these contracts often become not lump-sum contracts, but measurement contracts?—Extras, you mean, I suppose.

5761. Yes?—That depends upon whether changes are made while the building is going on. That sometimes happens; but that is, of course, beyond us. Very often when you begin a building there are changes in Army organisation or something of that kind which interfere with you. You will be told that you must put another sergeants' room in the barrack or something or other of that sort, or an extra store, or something that compels you to make what we call extras to the contract. And that is done generally on the contract prices.

5762. (*Mr. Mather.*) On the schedule of prices?—Yes.

5763. (*Chairman.*) But as a rule you would be content subject to inspections to accept the certificate of the Commanding Royal Engineer on the ground?—Certainly.

5764. Are you satisfied as things are now when you have not been able to carry your inspection very far, that those certificates are generally quite accurate?—Yes; I think they are good. I think the work is very fairly done under great difficulties very often.

5765. An allegation has been made that a bill was recently put forward for work as completed when that work had not actually been begun. Do you think such a thing is possible?—There might have been such a case. I should have been very angry with anybody if I had found it out. I cannot say whether it has ever been done or not. It is possible it might be towards the end of a year. There is a system, you know, of carrying on works by the year, and towards the end of the year you have a certain amount of money to spend and you cannot always complete your building. I do not know of a case at present, and I cannot bring you a case. I could search for some if you wanted to see any.

5766. (*Mr. Gibb.*) We have been told of a case where it was said that the thing has happened; has it not been brought to your notice?—Where is that? It might be a long time back.

5767. The date is not given?—I should report the officer if I found it out, and he probably would be turned out of the Service.

5768. (*Chairman.*) To continue with your Memorandum. You say, "Let the Inspector-General of Fortifications get what staff he requires and settle their conditions of service"?—What I meant by that was that we have had great difficulty in getting a sufficient staff. I have to go and fight over nearly every officer that I want; I constantly have to do so. It is a question of Army Estimates, you know, and I get a new station at Wei-hai-wei or Esquimalt or some station of that sort, and I have to bring forward extra staff to carry on the work of that station. It takes a long time before I can get them, and every now and then I do not get them at all. Then some other station has to be denuded in order to supply the necessities of this new place.

5769. That means that you cannot get the necessary increase to the estimates?—What it means is that in Civil life you have all the staff you want to carry out any work.

5770. But in Civil life you are checked by your profit and loss account at the end of the year?—Exactly.

5771. Profit and loss determine the staff?—That is what I meant by what I put about staff; that your hands are more or less tied. Sometimes, you have great difficulties; I will not say you cannot get it

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E

26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

eventually, but it takes you a long time and a great deal of trouble to get sufficient staff to carry on your work. That hampers one very much. Then a war breaks out like this one in South Africa; 200 of your best men, and I do not know how many of your foremen of works and clerks, and everybody else, are suddenly taken away and sent out there. You have to supply their places as best you can by getting retired officers and various people you can get from Civil life, temporary men and so on. We manage to do it in time, but it creates great difficulty in our work.

5772. That is rather a description of the practical difficulties under which you labour, is it not, than the recommendation of a positive measure to remedy those difficulties. But I do not suppose you would contend that you should be given fuller power of engaging men than any other department has got?—I was saying there that I think it is impossible for anyone to carry on work unless he gets sufficient people to do it, and I was putting that as one of the *sine qua non*s, that I must have enough people to carry on the work.

5773. You also say that you should be provided with such funds as you consider necessary for the proper maintenance of forts and barracks. I am afraid that comes to this, that when there is only sufficient money to go round to everybody, the Inspector-General of Fortifications must get what can be allotted to him, like every other Head of a department?—Up to the present time we have not really had enough money to maintain our barracks and keep them in proper order. I have been trying very hard to get more; I got some more last year, but it is always a fight to get it; it is always, more or less, "What shall we cut out? let us cut a little more out," and we cut something else out.

5774. If reductions are made, on your total vote, economies are nearly always made on the maintenance, on Part III.?—I look upon it that you should have enough money on Part III. to keep your barracks in repair. That is the first essential thing; and it is absolutely necessary that there should be enough for that. Part II., after all, is only to supply improvements; Part I. is, as a rule, to build new additional barracks, and so on, and also improvements; but Part III. is essential. I should begin by Part III., get enough money on Part III., and afterwards get as much as I could on the other Parts. That has not been the case heretofore, Part III. has been scamped to supply money for Parts I. and II. However, I stopped that, so far as I could, directly I came into office three years ago. It will take a great many years before the barracks can be patched up and made to do. I mean to say when a barrack gets old and worn out, and has not been kept in repair for a great many years, it requires a great deal to make it good.

5775. (Sir Charles Welby.) The allocation of the money between repairs and maintenance in the services was always in the discretion of your predecessors; it was not imposed upon you from outside, for instance, by the Secretary of State; he would decide the total amount available for the year, and you would have the allocation of it?—It has so grown into a custom and a sort of system that I do not know whether they did or not. I must say I had no difficulty. When I put forward an application to the late Secretary of State for more money for maintenance, he gave it to me at once; but there has been always a habit, more or less, of considering that a certain amount of money was required to keep the barracks in repair, and that has become a sort of second law, and nobody has been allowed to alter it. I suppose that is really what did it. But there is no doubt that barracks have run down owing to insufficiency of funds.

5776. (Chairman.) But that insufficiency of funds has resulted, has it not, to some extent in a policy, before you became Inspector-General of Fortifications, of sacrificing Part III., if any reductions had to be made, rather than sacrificing Part I. or Part II.?—I think partly that and partly it is due to the custom of putting in Part I. services that ought to have been, to my mind, in Part III. An officer in a station had only a certain amount of money to carry out his repairs, and he saw some building going more or less to decay, and he said, "Let us leave it a little; I have not got money enough to do it, but I will leave it until it becomes a big service; then it can go into Part I." Directly a service becomes over 1,000*l.* in value it can be put in Part I., and a great many of these maintenance services

and big repairs did go into Part I. Now I am going to alter that.

5777. The result of that must have been very bad economy?—Very bad. It is a curious system, but it has been going on for many years; I do not know who started it, or whether it has been always going on. Personally I think Part I. should be confined to new work, but that all repairs and maintenance should go into Part III. Then you know where you are; you can see that all the money spent in Part III. goes to keep your barracks in repair. I am trying to start that now, in fact I have started it to see how it goes; I do not know whether I shall get money or not.

5778. Then you say that you as Inspector-General of Fortifications should bring forward for annual estimate or for loans, such new services as Army changes render necessary. You do that now as a matter of fact?—We bring forward as a rule. We get from the Generals requisitions up to about a million and a half on barracks; and I suppose the amount of money we get is about 100,000*l.* towards it.

5779. The gist of your remark is that all your recommendations are not accepted?—Not a tenth part, not a twentieth part.

5780. That is to say, there is not enough money to go round for everything?—No; but now the system of loans has been started of late years, and the loans are really taking the place of what used to be Part I. In old days everything was done on Part I., there were no loans; but now loans are taking the place of what used to be Part I.; and it is a most excellent system, because you do not have to hurry the work. If you have only money to build a work in a year, there is a great hurry towards the end of the year to get the building finished: because there was only so much money to be spent in the year and if you did not spend the money it all lapsed and had to be voted again next year.

5781. (Mr. Mather.) Did that ever apply to building operations? did that restriction upon you apply to such works as buildings, barracks, and fortifications?—Yes, everything in the old days.

5782. And in the old days were these works stopped at the end of the financial year?—Another sum of money had to be voted; you usually carried on as best you could, but the amount of money that you had in the one year lapsed, and you had to have another vote put in to carry on for next year.

5783. That is not the case now?—No, now these big works, as a rule, are done on loans, and therefore you carry them on consecutively. It is better, of course.

5784. (Chairman.) But you did not actually stop your building at the end of the year; you went on in confidence that you would get the money voted next year?—Yes.

5785. (Mr. Mather.) You went on credit, I suppose?—Yes. There was always a little rush to get the amount of money spent that you had put down for the year. Suppose you put down 2,000*l.* to be spent for a year, and towards the end of the year you had only spent 1,000*l.*, there was a certain amount of blame, or an idea of blame anyhow, attached to the officers on the spot for not having spent the money that was given them; and there was always a struggle to try and spend it. That was bad. That still happens.

5786. (Chairman.) That blame only meant, I suppose, blame for not having made the estimates accurately?—But it was almost impossible, because they did not get the votes out till July or August sometimes, while the financial year ended in March.

5787. (Sir Charles Welby.) You said just now that you only got one-tenth of your requirements in money for works, but I suppose you are referring to the time previous to the policy of loans?—No, that happened this year. About a million and a half was asked for.

5788. (The Secretary.) Those are demands from the General Officers all over the country, which you did not recommend yourself.

(Witness.) No. About a million and a half was asked for by the Generals.

(The Secretary.) Which you cut down considerably yourself.

(Witness.) Yes, we had to reduce them, and reduce them, and then eventually the balance would have been passed over. I do not object to it; I only mention it to show some of the difficulties that we have to face.

(*Sir Charles Welby.*) I was only afraid that your answer might cause misapprehension.

5789. (*Mr. Mather.*) It seems necessary to explain it, as you said that not one-twentieth of what the demand amounts to can be granted. That implies a feeling on the part of the Generals that they had better ask for twenty times more than they want in order to get it?—Very likely, but it shows that there is something not quite right, does it not, in a system which allows of that?

5790. (*Chairman.*) But to return to this question of expenditure at the end of the year, in making these estimates you have to take into consideration the question of time also, and, therefore, if an estimate was made that 2,000*l.* could be spent within the year on a certain building, and if at the end of the year you found that you had only been able to spend 1,000*l.*, you would be open more or less to the reproach of having made an inaccurate estimate?—I am afraid I do not follow the question.

5791. You have been asked to make an estimate for a building up to the 31st of March, and you say 2,000*l.*; if you find that up to the 31st of March you have only spent 1,000*l.* upon that building, critics might turn round upon you and say that you had made an inaccurate estimate, and that you had not sufficiently reckoned with the element of time, is that not so?—The time is uncertain because that depends upon when Parliament votes the money; we cannot spend the money until Parliament has voted it.

5792. Parliament votes the money in the summer?—Sometimes; I do not think that Part I. of our Vote last year was voted till July or August.

5793. Then what happens to Part I.—Buildings?—They have to wait until the money is voted.

5794. Not for continuation services?—No, I beg your pardon.

5795. Is there any way of anticipating the vote?—As a rule we only put in a small amount of money for the first year because of that, for the continuation service; but these continuation services are, I hope, dying, and they are, I believe. All those services will go to loans, I believe, in future; so it has been settled, I understand.

5796. But as regards new works, is there no way of anticipating parliamentary approval of the estimates; do not you begin beforehand?—We might begin making the estimate.

5797. But do you begin the work before the estimate is voted; is there no way of anticipating the estimate but by Treasury sanction or otherwise?—We do not as a rule begin building until we get the authority. I do not think we ever do; I do not think there is a case of our having done so.

5798. (*Mr. Mather.*) And a whole year might elapse sometimes, and you lose the building season?—We go on with repairs and that kind of thing; we should not begin a new work.

5799. (*Mr. Gibb.*) Do you ever have a contract for any building before the service is voted by Parliament?—I do not think so; I know we go on with Part II. and Part III., but that is different.

5800. (*Chairman.*) If you get authority from the Accountant-General and from the Treasury, that is sufficient?—Sufficient to enable us to go on?

5801. Yes, to anticipate the estimates?—I suppose if we got an order from the Secretary of State, which that would be, we should go on.

5802. We have been told that there is a regular practice of that kind.

5803. (*Mr. Mather.*) The point is, do you ever lose a whole year for building purposes owing to the fact that you have no sanction to go on with your work until the approach of winter.

5803A. And therefore you have to wait until the winter is past and the building season begins again, before you can proceed with a work which has been already sanctioned?—Yes, in the past it was the commonest thing possible; it is a very common complaint of Generals that they have to do all their work in the winter.

5804. Then is that altered to-day?—If you have money on loan you go on and build when it suits you.

5805. So that there is no inconvenience arising now from the fact that once a building has been sanctioned, there is not sufficient means at your command to go on in the right season?—Not under loans; that could go on perfectly, but on the barrack estimate it is still the same.

5806. But what does it matter whether it is on loan or by annual vote, in the case of the first year; you still cannot begin until the service has been voted by Parliament?—Yes, first the service has to be voted, and then we have to make our plan.

5807. So that the question of providing the money by loan, or of providing it by annual vote does not help you in the first year of a new service?—I do not quite follow you. The loan once voted, we can go on spending it.

5808. But I understand that your point is that you do not know until possibly August in that year whether or not you are at liberty to go on with a particular work?—That is it.

5809. (*Sir Charles Welby.*) In respect of a loan, you would not attempt to begin the work in the same year that Parliament had voted the loan; you would put into the loan the works that you were going to begin under the loan in the following spring?—But you have not got to think what month it is in the year; you are not obliged to begin to build in winter.

5810. (*Chairman.*) We have been informed that there is a regular machinery by which sanction can be obtained from the Treasury to begin new works in anticipation of the estimate?—I do not think that matters much now, because I hope all that is being altered, and that we shall get big works done on loans altogether. The continuation services are unsatisfactory, no doubt, and large services under the Barrack Annual Estimate are unsatisfactory.

5811. Is there really much hurry, and therefore uneconomical expenditure at the end of the year, because it is thought that the money is going to lapse?—That is so in the case of money on the Barrack Annual Estimate.

5812. I have heard stories to the effect that at one time or another towards the end of the year on barracks the Commanding Royal Engineer would come round and say, "I have so much which I can spend; show me a little job here and a little job there"; and everything is done in a great hurry; and it has been explained to me—I do not know whether rightly or wrongly—that that partly results from the Inspector-General of Fortifications keeping back a considerable reserve on the money at his disposal for Part III.; I think you keep back about 5 per cent. of that money; is that not so?—Of course that depends upon whoever is working it. I have tried to keep back as little as possible; I just keep back a certain amount of what we call storm money; that is to say, some storm takes place in Bermuda, or in some particular place, and you have to suddenly send them out a sum of money to make it good.

5813. It is more a question of the amount that I am referring to?—It is a question of administration in the office.

5814. It has been alleged that the amount kept back has been rather large and that at the end of the year the Inspector-General of Fortifications, finding that he has still that money, says, "You may have small credits all round"?—I dare say it has been so; it is a temptation; people like to keep a reserve in hand in case of anything happening; but I have tried to spend all the money as far as I could.

5815. How much do you keep back yourself?—Each branch keeps back a certain amount; I think it is very little now.

5816. But would the total amount kept back on Part III. amount to 5 per cent.?—I dare say it might, originally, you know; you go on the whole year utilising it. I leave it entirely in the hands of the officer who works it; Colonel Bagot would deal with that particular matter.

5817. Then you go on to state in your Memorandum that the Inspector-General of Fortifications should make his own Regulations. I suppose that the Regulations for the Department do emanate from you as a matter of fact now?—I was speaking generally. Practically there is really not very much criticism of our Regulations. I have just made some new ones.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

5818. What criticism is there of your Regulations?—Everybody has a say, you know. They go round to every department in the War Office, and everybody writes what he likes and puts in his remarks.

5819. But substantially you get what you propose?—If you go on fighting long enough you manage to get it. It is a question of determination. It has taken me three years to get out my last Regulations.

5820. Then you say in your last paragraph that you are in favour of the association of Civil Clerks with officers at Headquarters, chiefly from the point of view of continuity?—Yes; I think so.

5821. Do you mean there to refer to Higher Division Clerks or Second Division Clerks?—As a rule, our officers draft all letters; being technical letters, they draft their own; we have only Second Division Clerks.

5822. You have no Higher Division Clerks?—We have one or two of the old Royal Engineer Clerks left, but I think perhaps I need hardly mention them, as they are dying out; there are only two or three left; besides that we have only Second Division Clerks.

5823. Therefore you would like to continue having Second Division Clerks?—Yes.

5824. And the Higher Division Clerks might disappear altogether?—Yes. I do not think we should require them. There are one or two special cases like the clerk of the Lands Branch which wants a special man; but I have no doubt we can work it when the time comes.

5825. When you talk of continuity, do you find a difficulty in your office from the fact that your officers are constantly going backwards and forwards, and that the tradition of the office suffers in consequence?—War touches my office very severely.

5826. Apart from war, in normal times, is there any difficulty?—They are there only for so many years. For five years an officer is allowed to go on staff employment, and then he goes somewhere else and you may get in officers who do not know the work at all. I am dependent upon the Adjutant-General for the officers he gives me.

5827. You mean to say that you do not select your own officers?—No, I may recommend officers for certain appointments.

5828. (Sir Charles Welby.) Do not all such recommendations go to the Army Board for consideration?—Certain selections, not all. The district selections go to the Army Board.

5829. Do not the officers of your department at headquarters?—The higher ones would. I do not think the lower ones do. The Deputies would go, not the Assistants.

5830. (Chairman.) Who appoints the Assistants?—The Adjutant-General.

5831. Does he carry out your recommendations?—The Deputy-Adjutant-General, who is an engineer and who works under the Adjutant-General, is supposed to come to me. It is laid down that the Inspector-General of Fortifications is to advise on appointments (I forget the exact wording) to all important commands—something of that sort; but you may read that in different ways. What is an important command?

5832. (Mr. Mather.) But as a rule no officer is imposed upon you, if you do not accept him?—No, we work very harmoniously together. I do not want to create a difficulty at all. There is no difficulty about it. But as a matter of fact the Adjutant-General does appoint the junior officers employed on the engineer works.

5833. (Sir Charles Welby.) And that rests with the Adjutant-General because he has a Deputy-Adjutant-General for Royal Engineers in this office, the Royal Engineers, unlike any other branch of the Service, having regimental headquarters in the War Office to themselves; so that in respect of such appointments for any other branch of the Service except the Royal Engineers the appointment would rest with the Commander-in-Chief and not with the Adjutant-General. Is not that so?—No, I think it is the Adjutant-General just the same. Our appointments go to the Commander-in-Chief, or rather to the Military Secretary.

5834. That is what I meant. Is it the Military Secretary or the Adjutant-General?—The Military Secretary would make the appointments.

5835. But you said just now the Adjutant-General?—I meant the Military Secretary. The Deputy-Adjutant-General, Royal Engineers, deals with the Adjutant-General for discipline and training, and with the Military Secretary for appointments.

5836. (Chairman.) But you have no recommendation to make with regard to the way in which officers are appointed?—No; I would not now. It is a big question and I am satisfied with the way it works at present. It depends very much upon the individuals, of course. It might be very disagreeable; it might be a very difficult matter; there might be a good deal of friction between the Inspector-General of Fortifications and the Deputy-Adjutant-General for Engineers, but I have not had any.

5837. As regards the purchases and sales of land, they are always made by the Inspector-General of Fortifications from Headquarters, are they not?—We work it; yes.

5838. Entirely from Headquarters here?—Yes, it is our business. There are a good many people consulted about it.

5839. But you do not delegate any power to the General Officers Commanding with respect to purchases and sales of land?—There has been a certain amount of delegated power since the Decentralisation Committee, but so far as I know it has not answered, and I think by the latest decision it has come back again to Headquarters. It is a very difficult thing to delegate, and practically it has come back to Headquarters, I think.

5840. (Sir George Clarke.) In stations abroad do not the General Officers Commanding make the whole arrangements for purchases of land—at Malta, say?—I think they do. No, we have to settle the question. It is all in rather a transition state, so that it is difficult to give any evidence about it, because we have been testing so many ideas about how it ought to be done. The late Financial Secretary had an idea that it ought to be done in a different way, and after trying all sorts of different ways I think he came to the conclusion eventually that the best way was what had been going on, and so now it is rather coming back to what it was two or three years ago; that is to say, we make enquiries locally, and then we have to settle eventually whether it shall be bought or not, and make the final arrangements. But there are a good many officers concerned in it. We have a special surveyor whom the Treasury know and believe in—not a works' surveyor, but a land surveyor—and then of course we do all our buying through the Treasury Solicitor, he does all the legal work.

5841. (Chairman.) Some of the General Officers Commanding have suggested that they should be entrusted with large powers for the purchase and sale of land in the districts in conjunction with the Treasury Solicitor. Would you in principle be favourable to such a measure?—I think it is impracticable now. That is one of the points we have been trying; but it has given so much trouble in writing backwards and forwards to the Treasury Solicitor, and getting our surveyor and the local surveyors, that the whole object of it has really ceased. The object was to save trouble and time, and it has given a great deal more trouble and taken a great deal longer.

5842. Would you be in favour of their having power to deal with such matters up to a certain limit and getting the necessary local assistance?—The purchases of land are not very many.

5843. But for the leasing of land?—I think they do lease it now; they work leases under the Quartermaster-General. I have nothing to do with leases; but I think it is really hardly worth while delegating that. I am thoroughly in favour of delegating to the generals all that you possibly can.

5844. (Mr. Gibb.) Are you speaking now of taking leases?—No, I am speaking of purchases. I said that leases were not done under the Inspector-General of Fortifications.

5845. Do you mean taking land on lease, or leasing land that belongs to the War Office?—That last we do, leasing land that belongs to the War Office; we represent the landlord's work more or less, but the Quartermaster-General deals with hiring land.

5846. (Chairman.) He rents land?—Yes.

5847. Is there any more reason why the Quartermaster-General should rent land and you let land than

that it should be done under one department only?—It works rather better. He really has the dealing with the troops, and you have to hire a piece of land very quickly sometimes.

5848. (*Mr. Gibb.*) I am afraid I have not quite got it clear yet. Are you speaking of taking land on lease or letting land on lease to other people?—I am speaking of taking land on lease.

5849. (*Chairman.*) The Quartermaster-General rents land and the Inspector-General of Fortifications lets land?—Yes, we let land that belongs to Government; we let it out for grazing or something.

5850. (*Mr. Mather.*) The Quartermaster-General would hire temporarily any land for the purpose?—Yes, he would hire the building or land, or anything of the kind for the immediate wants of the troops.

5851. Who is the authority locally to protect any property of the War Office?—We are the custodians of what are called the War Department lands.

5852. Does the General Officer Commanding take charge of War Office property?—Yes, through the Commanding Royal Engineer.

5853. Does he deal with all questions of encroachment?—Yes.

5854. And questions of trespass?—Yes, all land questions he is in charge of; his Commanding Royal Engineer works under him entirely.

5855. Can he at once decide on matters such as encroachment or the erection of fences on the War Office land, promptly on the spot?—Encroachments was one of the Decentralisation Committee questions; and as it stands now, I think, with regard to certain encroachments, the Generals are allowed to deal with them, and certain encroachments have to be reported to the War Office.

5856. And there have been complaints, too, from General Officers Commanding that they have no such power; that there is great difficulty about encroachments?—Generals have told you so?

5857. That hundreds of cases arise in the course of a year that they could deal with in a few minutes on the spot, but they have to make a communication to the War Office?—But some of these very smallest encroachments give us an infinity of trouble.

5858. And therefore they would be better dealt with on the spot by the General Officer Commanding?—Oh, no; having been so done, they produce trouble afterwards, I mean.

5859. (*Chairman.*) They are very delicate matters?—Yes, they are very delicate matters and very difficult matters sometimes.

5860. (*Mr. Mather.*) The thing having been settled by the War Office up here, it has given a great deal of trouble afterwards because it was not settled properly?—No, I mean if it had been done locally.

5861. I am putting this to you, that it is complained locally by some General Officers Commanding that they have no such power to settle such questions?—I say that this was one of the questions of the Decentralisation Committee, and that certain powers had been delegated to them, but I cannot say exactly how much at present. It is one of those things that is in process of going on. So that when a General says he has not got the power I think he makes a mistake; he has power to deal with certain encroachments.

5862. (*Chairman.*) Then say that the Quartermaster-General hires a house, when necessary, for the troops, does your department in any way intervene in it to say whether the house is a proper house or not, or does the Quartermaster-General do it on his own responsibility?—I think he has a report. The Commanding Royal Engineer generally make a local report.

5863. Do you consider that the functions of the Inspector-General of Fortifications overlap at all with the functions of the Quartermaster-General? You have held both positions?—I think you must work harmoniously together. I do not think there need be any overlapping. You want to be constantly in communication.

5864. Do the two departments overlap?—It is like tenant and landlord. The Quartermaster-General acts as a sort of tenant; he acts for the tenant, you may say. The Inspector-General of Fortifications acts for the landlord; all repairs to houses, landlord's repairs,

he does, the Quartermaster-General furnishes. I do not think you could alter it in any way. It works very well.

5865. Have you ever considered yourself the question, which has been mooted in some quarters, of transferring all barracks away from Royal Engineers to a civilian agency?—I have thought of it. You would have to build up a huge department to take it over. You mean to do what the Royal Engineers do?

5866. Yes, in regard to barracks only, relegating the Royal Engineers to fortifications?—There are stations all over the world and in every part of the world, and among the duties of the stations there are a great many duties the Royal Engineers do; they do all sorts of duties quite apart from the barrack duty. There are Fortification Works, and Submarine Mining and Telegraph and Surveying Works, a great many duties that they do at all stations besides being on Boards and Committees, and I do not know how many things. If you had a Civil Department, I presume they could not do all these other duties too, therefore you would have to have some Engineers at all the stations besides, so that it would be a very great loss of power.

5867. It is not suggested that the Civil agency who would deal with barracks should in any way encroach upon the military functions of the Royal Engineers?—And you would have to have very nearly as big a Civil department as you have of the Royal Engineers now.

5868. Could you not avoid that to some extent by using the actual Civil architects who existed in the localities?—Are you thinking of abroad?

5869. Abroad and at home?—I suppose Civil architects could be employed; I do not know that you could get them, I suppose there are some abroad too. I have not thought how to work out a Civil department. There is no doubt it could be done, but it always seems to me it would be a great loss of power. You have a certain number of Royal Engineer officers and men as well, all these foremen of works and so on, and they must exist for war and for other duties; and it seems to me that it is a good thing for the State, and a cheap thing for the State to employ them on this barrack work; and also I cannot help thinking that it is good for officers themselves, because it gives them work, and makes them think and use their brains, which perhaps they would not do quite as much if they had not this work to do.

5870. Then you regard the present establishment of the Royal Engineers as not susceptible of any reduction?—If all the barracks are taken over, do you mean?

5871. Yes?—I suppose there would be some reduction, but I do not think it would be anything like proportionate to what would be expected; it would have to be worked out. At present you have an officer, stationed in Bermuda or anywhere else, and if he had not got the barracks to do he would have a certain amount of duty; he would not have anything like so much to do, but he would have to be there just the same.

5872. (*Mr. Gibb.*) Apparently you do not think that an Engineer Officer is unprofitably employing his time by looking after the drains of an ordinary barrack?—No; it is not very agreeable, but I think it is the best thing for him. A very good man, who was our head for a long time, Sir John Burgoyne, who was Inspector-General of Fortifications, said we ought never to drop the barracks, that it was a very good thing to keep your mind and body always employed.

5873. (*Mr. Mather.*) You would regard, I suppose, sanitary and ventilation work with regard to barracks as of as much importance as any other kind of work that an engineer has to do?—I am not going to say that quite.

5874. But so far as barracks are concerned?—It is important for the barracks.

5875. It involves the question of the health of the troops, and it is quite proverbial that ordinary civil architects do not devote as much time to ventilation as is at all necessary in the ordinary dwelling-house; it is properly engineers' work, sanitation and engineering?—Yes, it is a branch of engineering.

5876. It is a very difficult problem always?—We are always having difficult problems to solve.

5877. (*Mr. Gibb.*) I suppose the point of the suggestion was, not that the officers did not do the sanitation and ventilation well, but that they would be better employed on military duties and that they were rather

Gen. Sir R
Harrison,
K.C.B.,
C.M.G., R.E.
26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

wasting their time. You do not agree with that?—We do the military duties too, and I think pretty well, considering how the railways are done out in South Africa now, and the telegraphs too.

5878. (*Mr. Mather.*) They become all-round men by having these various duties to perform?—Yes.

5879. (*Chairman.*) Do you think barrack work could be done better and more economically by civil agents?—Certainly not so economically. I should say it would cost a great deal more, because you have to keep your engineers anyhow.

5880. Then, assuming your number of Royal Engineers is excessive, should they not be diminished?—Yes, if you could reduce the number, but I do not think you could reduce the number without the State having great trouble. We have had to do double work since this war broke out. It more or less dislocates the work for a time to lose a number of officers, non-commissioned officers and clerks.

5881. (*Sir Charles Welby.*) It dislocates what you would call the more civilian part of the Royal Engineers' work. A large part of your staff had to go to South Africa, and there was no means of replacing them at once by civilian staff?—Yes, we have had to do it gradually we could not do it all at once. A great many people are in favour of having a distinct Branch. Personally I am not; that is a mere matter of opinion. I always like to see what a new scheme is before I give an opinion. I have never seen any complete scheme on paper yet; I have heard a great deal of talking about it.

5882. (*Mr. Gibb.*) You have said that there is a great deal of correspondence between departments?—Yes.

5883. Can you broadly let us know what kind of subjects that correspondence deals with?—One of those subjects is contracts.

5884. But as regards contracts that would merely be as to the placing of tenders, nothing else?—No; all the details connected with the contracts.

5885. But Colonel Watson in the evidence he gave us in answer to Question 1061 said, "We practically now do everything, except actually accept the Contracts"?—Yes.

5886. If the Inspector-General of Fortifications' Department does everything except accept the contracts, it is difficult to see that the correspondence for that particular thing could be very large?—I think he was talking then about the broad duty connected with it, but I do not think he was telling you how often the details had to go backwards and forwards between his office and the office of the Director of Army Contracts.

5887. Do you mean the details after the contract has been accepted?—Every time a contractor wants to say anything he writes to the Director of Army Contracts and then the Director of Army Contracts sends over and wants to know what we have to say; and so it goes backwards and forwards. Colonel Watson would tell you better because all that correspondence would not come through me, it goes direct from Colonel Watson. I do not know that it would go to the Director of Army Contracts, it would go to one of his staff; it might go direct, but I am not quite sure whether it would go direct to him. It does not matter, it makes correspondence.

5888. You mean the correspondence that arises from the fact that at present communications of all kinds between contractors and the War Office pass through the Director of Contracts?—Yes, they always go to him as their friend, all the contractors do.

5889. Is there any other class of correspondence that you would like to speak about, correspondence which in your opinion is excessive?—It is rather difficult to say; I could have collected some cases if I had known I should be asked these questions.

5890. I was only rather wanting to see whether the large correspondence that you have spoken of was a necessary correspondence or an unnecessary correspondence?—Quite so. I wish I could have collected some. There are a great many heavy bundles of papers in the office that it might be worth while to look at which would really give you a better answer than I could.

5891. Perhaps on thinking it over you might send us a memorandum indicating what in your view is the unnecessary correspondence which goes on in your department?—Oh, I meant generally in the War Office.

5892. But your department, I presume, is connected with the correspondence to which you refer?—We are one of the links of the chain; the chain goes all round the building from one department to another.

5893. Therefore it would be from the point of view of your department that one would like to see any criticisms of unnecessary correspondence?—Yes, I might produce two or three files to show you that the correspondence is more diffuse than it need be.

5894. (*Mr. Mather.*) I should like to recall for a moment the remarks that you made about the Consultative Board within the War Office, comprised of the Heads of departments, of which one would be your own department, the Inspector-General of Fortifications?—Yes.

5895. Are we to understand that in your opinion such a Board would offer a remedy for a great deal of the present undue correspondence and delay and trouble of all kinds in consequence of the failure at present of these Heads of departments to consult together?—Yes, I think a Board would be most useful if it had power.

5896. And by a Board you mean that it must be composed of Military branches alone?—No, I did not say that.

5897. I ask you is it to be composed of Military branches alone?—No, I meant a powerful Board that could really deal with initial questions.

5898. Apart from the Military branches—that is your own branch, the Inspector-General of Fortifications, and the Adjutant-Generals', and the Director-General of Ordnance's—what other Heads would you put upon that Board?—I personally would put the Secretary of State in the chair; but I do not know whether it is for me to say that.

5899. You have not thought out a scheme by which such a Board should be constituted to be an effective Board dealing with the current business of the War Office?—I did not mean that sort of Board at all; I meant a Board that should settle important questions.

5900. Large questions?—Yes, say a new distribution of troops in England.

5901. That would scarcely meet the various troubles to which you have alluded, the delays that take place in the War Office in consequence of some responsible authority not being present to decide?—When I have sent over some of these files of correspondence, you will see that everybody is writing without sufficient knowledge.

5902. Of the general policy?—Yes, you may write quantities, you may go on writing, writing, and writing—and then suddenly at last it gets to a higher authority and he says, "All this is wasted; we have long ago decided that such a thing shall never be done at all." Therefore, this paper might as well never have been started—it might be put in the fire.

5903. In your opinion this Board would only have to meet occasionally?—It would be better if it met regularly.

5904. What do you mean by regularly—do you mean once a month?—Personally, I should like a Board about once a fortnight through the season; and once a month or six weeks in the winter.

5905. It would be rather a large order for the Secretary of State to preside over that Board?—The First Lord of the Admiralty does.

5906. Then you have in your mind a similar Board to that which obtains at the Admiralty?—Yes.

5907. And you made a remark concerning such a Board, I think, that you considered that it was too good to hope for; you had no expectation that such a Board could be established; I mean that you spoke rather in a tone of despair, as if you thought such a thing would not be possible?—I do not know why.

5908. You believe that was a practical scheme?—Certainly, I do not see why it should not go on at once.

5909. In regard to your surveyors in your branch, are they military men or civilians?—Civilians; they have what is called relative rank now.

5910. I suppose if a civilian surveyor were to examine the bills and accounts for extras and all the work connected with building operations in a district, it would answer the same purpose as the work done here in the

surveyor's branch; if in each district there had been a surveyor's check on the bills and getting out the quantities and amounts, that would effect the same purpose as the examination carried on here at the present time?—Yes, they are the same men; there are only a few picked men who come up here.

5911. And if in every district there was eventually an audit made by the agent of the Accountant-General, that would be a completed scheme in the district, and the accounts could be finally settled there? If you had your own surveyor, if there was a surveyor in the district checking the bills and the amount of work done, and if the Accountant-General had a deputy there finally to carry out the same audit there as is carried out here, the whole work could be completed in the district, and the matter settled, and no further audit would be required?—I do not quite gather what you mean, I am afraid.

5912. I understand that here the audit consists of the Accountant-General looking over the results of the work done in your own department, first of all by your own officers, and then by your surveyor's branch; that then the papers are handed over to the Accountant-General's office?—The Accountant-General's clerks are over in my office.

5913. They come to you?—They come and work there in order to check our books.

5914. And the audit is finished in your office?—They have separate rooms in my office over at the Horse Guards; they are not under me; they are under the Accountant-General: they do that for convenience, so that they can get hold of the ledgers and the various books; it would not do to send our books all over to the War Office, because they are constantly in use, so they go over there in order to do the work there.

5915. If the Accountant-General sent his representative down to the district where the check had been made by the surveyor it would be pretty much the same process as that now carried out by sending his representative over into your rooms from his department?—Yes, then they would want the expert assistance from the surveyors, and I do not know that the local surveyors would have time to give it to them. They must have the expert assistance; they have not got the expert knowledge. They could go and look at the books.

5916. You mean to say that your surveyors are properly trained men to look over your own accounts?—Yes.

5917. And they have technical knowledge of the work done?—Yes.

5918. (*Sir George Clarke.*) The Committee has had before it a Memorandum on a certain contract question. On that Memorandum it appears that the Director of Contracts overruled your opinions and that of two General Officers, and that the contract was given in an irregular way to an unsatisfactory contractor. Do you not think that this action destroys the responsibility of the Inspector General of Fortifications and the General Officer Commanding?—It takes it away entirely I think.

5919. Then you think that no system can be sound which enables contractors of whom you and General Officers Commanding disapprove, and who have done bad work within your experience, to be forced upon you by the Director of Contracts?—Of course that is wrong.

5920. And therefore you consider that to complete your responsibility and that of the General Officers Commanding you should have the deciding voice as regards works contracts?—Certainly, I think so. That is what I have said.

5921. At the present time I understand that you have power of purchase only up to 50*l.*, and you would like to have this power extended up to 500*l.*, and that you think it might be convenient in carrying out works if you had that purchasing power?—Yes, for stores.

5922. Now as regards Parts I, II., and III., do you regard the division of services there as satisfactory; do not you think it might be improved, and that we might have perhaps only two items, one being capital charges, new buildings, and the other being maintenance charges?—Yes, I think it would be more symmetrical, but it is hardly worth changing. I would rather not change anything unless it was really going to give a big improvement; and I think there is a convenience

in leaving Parts I. and II. separate; leaving them in because they are more or less understood.

5923. But, of course, it would give more elasticity, would it not, if Parts I. and II. were rolled up together?—I do not think it would make much difference. I think it would be more symmetrical. Personally, I think it would be better to have Parts I. and II. simply to take new services and improvements and Part III. all repairs and maintenance.

5924. It would give you a little more financial elasticity?—I think so; it is more systematic, certainly. That is really what I am trying to work at now, and have been for the last year and a half.

5925. I understand that you think it would be more convenient to make it a regular practice to do new works under loans?—Big works.

5926. Leaving maintenance to the annual Estimates?—Yes.

5927. I take it from your Memorandum that there are delays in the conduct of the public business of your office which are due to long discussions in Minutes?—Certainly.

5928. And that you consider that questions affecting more than one department should always be brought to a head by a conference?—Yes.

5929. So that what you wish to see established is, first of all, some superior Board sitting with the Secretary of State in the chair to decide great questions?—That is it.

5930. But that below that there would be a smaller body which would discuss questions and practically agree before submitting them to the Secretary of State's authority for decision?—Yes, I think a sub-committee of that big committee would do that—something of that sort.

5931. Then in your experience you do find that your work is hampered and delayed by what is called financial criticism which frequently takes up a great deal of the time of your officers?—I do not think the financial criticism is excessive, lately certainly I have not noticed it. I think the great difficulty is that we are talking about things when we are really not sufficiently enlightened to begin to discuss the question at all. Very often we are all writing about something or other which has been settled in some other branch; we are not working together.

5932. (*Secretary.*) You only refer to discussions between the Military Departments, not between the Military and the Finance Departments?

(*Witness.*) I think what Sir George asked me was whether owing to financial criticism there was too much correspondence.

5933. (*Sir George Clarke.*) Yes?—Personally, I must tell you that I have not found that the financial criticism was excessive. I would rather that each one gave his own evidence, but I have not found it so, because it is necessary that there should be financial control as long as we are under our present system of Government, and all the minutes that I have ever read, I think, are very fair.

5934. But you do consider that the criticism and the correspondence which comes from the Director of Contracts' Branch is excessive?—Yes; I think it is unnecessary. It may not be excessive from his point of view, but the whole thing seems to me to be absolutely unnecessary.

5935. May I sum up your views generally in this way, that the principle of administration which you advocate is to delegate adequate power to individuals and to make their responsibilities complete and real instead of imposing checks upon them which are practically valueless, and which destroy responsibility?—Yes; I agree with that.

5936. (*Sir Charles Welby.*) I should like to take you back for one moment to the question of the relations between the Inspector-General of Fortifications and the Quartermaster-General, as you have held both offices, in respect of barracks and land questions generally. In regard to barracks, I suppose we may take it that the Quartermaster-General, as responsible for the housing of the Army, is practically the requisitioning department which makes requisitions to the Inspector-General of Fortifications for the necessary works to be carried out. That is rather the position, is it not?—I think that is the theoretical position.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.
26 Feb. 1901.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

5937. Therefore at every stage when any difficulty or awkward question arises with regard to the erection of barracks, or the site of barracks, and so on, you are bound to consult the Quartermaster-General?—Yes.

5938. And that leads to a good deal of correspondence and communication backwards and forwards between those two departments?—Yes.

5939. Which is inevitable?—Yes, so long as that responsibility is divided we must need to consult.

5940. I will now take you from the question of barracks to the question of the provision of ranges, whether rifle ranges or artillery ranges, and training grounds for the Army generally. Is it not the fact that in regard to those services the Adjutant-General, who is responsible for the training of the troops, and for their musketry and artillery instruction, is the requisitioning department really?—I suppose he may be.

5941. It is for him to say what are the requirements of the Army in respect of ranges and training grounds?—Yes, he is concerned with the barrack questions, too, you know.

5942. But very much more directly into those questions?—Yes.

5943. Then, as I understand, the procedure is that when the Adjutant-General considers that further facilities for training or shooting are necessary he does not come direct to you, but makes his requisitions to the Quartermaster-General?—Yes; you mean theoretically, he would.

5944. I want to know in practice what the procedure is. As I understand it, after looking through a great many papers on the subject, practically in the first instance the Quartermaster-General is moved by the person responsible for the supply of these things, that is the Adjutant-General, to provide further shooting or training accommodation?—Yes, I think so.

5945. The Quartermaster-General then, as I understand it, considers the question from his point of view, and when the Quartermaster-General and the Adjutant-General are agreed they then come to the Inspector-General of Fortifications, and ask him to take the necessary steps, say in the case of a range, to acquire the land and construct the range upon it?—Yes; to survey it and so on.

5946. Then at every subsequent stage in the negotiations the Inspector-General of Fortifications has to consult not only one other department at the War Office but two; that is to say, he has to take both the Adjutant-General and the Quartermaster-General with him in any question that may arise in the course of carrying out that work?—Yes.

5947. That is to say, in regard to this class of cases, three-cornered correspondence ensues between these three departments?—Yes, and for this reason we appointed a small Committee as representative of all three branches to work out all these questions. We found that the correspondence, and so on, was so involved that we appointed this small Committee, who now go into all these questions.

5948. Has that Committee, as a matter of fact, succeeded in accelerating the business generally, should you say?—I am hardly prepared to say.

5949. But you do hold the view that the Committee is useful in the way of accelerating business?—Yes. I look upon a committee as useful in getting big decisions—decisions on important matters such as, shall we have a range at all? Let us settle that. And the next thing, Whereabouts shall we have the range, and so on. It is a means of settling the big questions and passing them on to someone to do the work.

5950. My point is rather with regard to procedure in making provision for something which, in the abstract, has been already agreed upon?—If I may say so, it has not yet been agreed upon very often. We go on arguing and talking for a long time, and then eventually the whole thing collapses because there is no money for it.

5951. I was assuming that in this particular case the Adjutant-General, who is responsible for training and instructing the troops, has succeeded in convincing the Secretary of State that the money is required, and has obtained the money; I am asking with regard to the procedure after the preliminaries have been cleared

away. My real point is that in a case of that sort does not the Quartermaster-General become practically little more than a post office between the Inspector-General of Fortifications and the Adjutant-General, and would it not be better, so long as the Adjutant-General remained responsible for the training and instruction of the troops, in regard to this very large class of range cases and training-ground cases, that he should deal direct with the Inspector-General of Fortifications, and not with the Quartermaster-General?—I am not sure that a range might not be done in that way direct—I do not know what the Quartermaster-General would say.

5952. You have been Quartermaster-General, and I thought you would be a good person to ask?—When I was Quartermaster-General I do not remember any questions arising as to ranges more than in a general way. A question of a range is very much involved. A range is very often a training ground as well, and a training ground the Quartermaster-General would be concerned in.

5953. In what respect would the Quartermaster-General be concerned in the training ground? I understand he has charge of it once created, but in what respect is he concerned with its creation?—He gives a military opinion as to whether it is a good or bad one.

5954. (Colonel Miles.) In the provision of a range or a training ground, the transport of troops is very much affected, is it not; where the training is may be a cause of great disturbance of the Quartermaster-General's supplies and arrangements, and that is a reason, I think, why he is consulted with regard to the site?—Quite so.

(Sir Charles Welby.) Once the site is settled, do you agree his intervention is unnecessary?

5955. (Colonel Miles.) When the site has been settled I think it passes away to the Inspector-General of Fortifications; it is chiefly as to the site, and as to its convenience for the movement of troops, that questions regarding ranges are referred to the Quartermaster-General?—Unless you alter the whole system I do not think you could exclude any of those three heads. The Adjutant-General is concerned in the way of instruction and training of troops; the Quartermaster-General is concerned with all lands and provision of lands and houses and so on; and the Inspector-General of Fortifications has to build and construct and provide the money. Very often these three officers thresh a thing out; then you begin to buy the ground, and you find it costs a good deal more than you originally anticipated, so that all the work up to that point is more or less not exactly wasted, but it takes up a great deal of time and trouble, and you have to start the whole business over again, either at another place, or by trying to work out another scheme which will be a little cheaper. Everything depends on the question of money from the first.

5956. (Sir Charles Welby.) Apart from the actual relations between the different departments of this Office in connection with ranges, I suppose if it were possible to delegate much larger powers to Generals Commanding Districts in regard to the local acquisition of land for rifle ranges and training grounds and such-like purposes, that would in itself simplify the procedure very much, would it not?—Do you mean to buy the land?

5957. I mean if you could combine in the person of the General Officer Commanding a District all the different points of view from which the subject now has to be looked at by the Inspector-General of Fortifications, the Quartermaster-General, and the Adjutant-General, and perhaps other people at Headquarters?—We try and get the Generals to do it all; having settled the preliminaries we write to the General and tell him he is to select a site and do so and so, and tell him what the conditions are, and he immediately begins to set to work to do it.

5958. But he has no power, has he?—He had not the actual money power until the Decentralisation Committee delegated to him a certain power in the way of purchase, and it has been found to be more troublesome than before. Now, as I have said before, it is drifting back again to the Inspector-General of Fortifications, who deals more directly with the Treasury Solicitor and the Surveyor—Mr. Elwell, the War Department Valuer.

5959. It is a fact, is it not, though it may be inevitable, that under present conditions the range or training ground can only be acquired by a very long process of intercommunication between three departments at headquarters, the General Officer Commanding the District, and very likely the War Department Surveyor as well, and that such a complicated system must inevitably lead to very great delay in carrying out the services?—Yes. This range question is one of the

most troublesome questions we have; not only as to the land, but questions crop up as to rights, zones of danger, and all that sort of thing. We have to acquire very large pieces of ground, and you cannot always get them; it is a very complicated question.

5960. The more complicated the more advisable it should be managed locally, is it not?—Yes, they would do it better locally if it could be done.

The witness withdrew.

Mr. JOHN MAJOR BULL examined.

Gen. Sir R.
Harrison,
K.C.B.,
C.M.G., R.E.

26 Feb. 1901.

Mr. J. M.
Bull.

5961. (Chairman.) You are a principal clerk in the War Office, are you not?—I am.

5962. What is your actual duty now?—Supplies and Transport F 5.

5963. You were before, I think, in F 11?—Yes.

5964. Which deals with works and buildings?—Yes.

5965. The Committee have had a Memorandum from you, received through Mr. Marzials. Your general point is, I think, you consider that the existing audit of the Works Branch is practically illusory?—Yes.

5966. What happens? In the first place, when a work is executed in a district the certificate of the Commanding Royal Engineer comes up, I believe, before the Inspector-General of Fortifications?—Yes.

5967. How far are those checked by the Inspector-General of Fortifications' Department?—You refer to the bill?

5968. Yes?—He looks to see that the rate is correct, that it is in accordance with the contract and that kind of thing.

5969. Does he go into the measurements?—No, I think not.

5970. (Mr. Gibb.) Were you ever in his department?—No, that is why I am not certain.

5971. (Chairman.) You were not in his department?—No, but I should say he never went into the measurements. I should say it would be under present conditions almost impossible for him to go into the measurements.

5972. But these bills are checked, or supposed to be checked, to some extent, are they not, with the assistance of the surveyors who are at the disposal of the Inspector-General of Fortifications?—Yes.

5973. Can you tell us what actually happens?—The surveyor takes the bill, he looks to see what the item is and he sees that the rate charged for that item is correct, and he checks that item.

5974. That is to say there is a certain rate assigned to a certain work?—Yes; say yards excavated and so on at 9d. per cubic yard.

5975. And he sees that 9d. is the proper figure for that kind of work?—Yes.

5976. (Sir Charles Welby.) Do you mean the correct rate according to the contract?—Yes.

5977. Not according to rates laid down by the department, but according to the contract for that particular service?—It may be for a particular service or it may be what is called the triennial contract schedule.

5978. (Mr. Mather.) Under a schedule?—Under a schedule.

5979. (Chairman.) What does he do; he sees, say, there are 50 cubic yards at 9d. per yard?—Yes.

5980. And he checks that, does he?—Yes.

5981. And does he say that 50 times 9 makes 450?—That is done in another branch.

5982. (Mr. Gibb.) You mean done twice over?—No; take the bill I have before me, 329 cubic yards at 9d. equals 12l. 6s. 9d. That is done in another Branch which is called the Computing Branch.

(The Secretary.) And that is the only Branch which does it. We have a branch which does all the work of computation.

5983. (Mr. Gibb.) Then the Surveyor of the Inspector-General of Fortifications' Department would not check that calculation?—No.

5984. You mean that, do you?—I mean that.

5985. Do they only see that the 9d. is correct?—Yes.

5986. (Chairman.) And that the right rate is charged?—And that the right rate is charged.

5987. Would there be any check or control over the other side of the statement, i.e., of 50 yards of work?—I should say not.

5988. Is there any possibility of checking or controlling those 50 yards?—I believe that there is. That quantity will be based on the quantities in the measurement book, and it is possible, I believe, to form some general idea. I do not know whether you could do it for 50 yards, because that is a small item, but if you have different measurement books you can see that the service is consistent in itself. For instance, take a roof; a roof of a certain size would have so many slates and would have so much woodwork in it. Of course, I am not an expert on the matter, so that it is difficult for me to give an exact explanation, but an expert would, I think, see if there is a roof consisting of so many joists and that kind of thing, and so many slates, whether it would hang together. If the slates are largely in excess of the amount of the roof surface, of course, he would say, "This is rather funny." In that way, simply from the bill, you can go to a certain extent into the reasonableness of the charge.

5989. By comparison with other bills?—By comparison with other items in the measurement of the particular part of the work.

5990. But does the surveyor look into the measurement book now, do you happen to know?—No, not the Headquarters Surveyor.

5991. Who then does—anybody?—It is done in the district. All the measurement books are taken, and they are abstracted into what is called an abstract; thus you get your figure and from the abstracts you enter it into the bill.

5992. Who does that?—That is done in the district.

5993. There is no surveyor in the district, is there?—Oh, yes. The surveyor looks into the measurement book, and I think the actual abstracting is done by a clerk: the surveyor would look into it to see that it is reasonable.

5994. Under whose orders is the surveyor of a district?—Under the sub-district engineer.

5995. (Mr. Mather.) Is the surveyor a member of the Staff of the Inspector-General of Fortifications here?—Yes.

5996. The local surveyor is a member of the Head Staff here?—There are so many surveyors for the Engineer Department, and one man would be assigned to the Home district, another to Colchester, and another would be on the Headquarters Staff.

5997. (Chairman.) And he is under the orders of the Commanding Royal Engineer in the district, is he?—Yes; the sub-district Commanding Engineer.

5998. It is the sub-district Commanding Royal Engineer who gives the final certificate, is it not?—Yes.

5999. And does he give it on the measurements made by the surveyor?—Yes, usually the surveyor; it may be the foreman of works in small jobs.

(The Secretary.) Paragraph 806 deals with the matter.

6000. (Chairman.) After that the certificate is given by the sub-district Commanding Royal Engineer?—Yes. The bill is signed by the surveyor, and the foreman of the works, and the final thing is the certificate of the sub-district Commanding Royal Engineer.

Mr. J. M.
Bull.

26 Feb. 1901.

6001. Does the Commanding Royal Engineer satisfy himself that everything is right and correct?—He should.

6002. He would not append his signature to anything without satisfying himself the document is a correct one, would he?—Quite so. I have a certificate here: "I certify that this claim amounting to 256l. 19s. 1d. is correct and that the amounts charged against each item of the estimate represent the actual expenditure incurred thereupon and further that this claim does not include any amount which has been previously paid, nor does it involve an excess on the authorised expenditure."

6003. (Mr. Gibb.) Is that appended to a contractor's bill?—That is appended to a contractor's bill.

6004. (Chairman.) Then he would have satisfied himself as to the correctness of the item which he certifies?—Presumably.

6005. I mean everyone would consider it their duty—a reasonable and responsible man who is appending his signature to any document would satisfy himself as to the correctness of that document?—We have come across cases where it has not been quite correct.

6006. Of course everyone makes mistakes, or possibly there may be negligence, but nothing beyond that?—Of course I do not suggest anything fraudulent.

6007. (Sir Charles Welby.) But this certificate only certifies that the expenditure has been actually incurred; it does not certify that it has been properly incurred if you look.

(Chairman.) It is a certificate that the work has been performed and therefore the expenditure is correct.

(Mr. Gibb.) And also that the prices charged are in accordance with the contract.

(Sir Charles Welby.) But it is no safeguard against unnecessary work having been performed and included in it.

(Witness.) We do not go into that.

(The Secretary.) Part of the certificate says it is within the amount allowed for that particular service.

(Mr. Gibb.) Of course, there might be extra works?

(Witness.) Yes.

6008. And the order for the extra works would, I presume, be given by the sub-district Commanding Royal Engineer?—It would, and if it came within the estimate I do not know that any exception would be taken to it.

6009. I see; having given the order and certified the price, anybody would take that as final?—The price would be checked.

6010. Compared with the contract?—Yes, compared with the contract.

6011. (Sir Charles Welby.) I rather have in my mind a suggestion which you made that it would be possible for a much larger number of slates to be charged for in a bill than could possibly be put on a particular roof. Does this certificate cover in any way or safeguard that happening. Is the certificate of this officer of any value as a safeguard against that kind of occurrence? His certificate, as far as I understand it, simply says that all the slates which are charged in this account have been actually used on the works?—That is all.

6012. (Mr. Mather.) But that would only be possible in case the slates formed a particular item of purchase; if it is a roof comprised of so much timber and so much slate, a timber roof slated has a schedule price of its own, so many square yards of roofing of that construction. But the case put by Mr. Bull is an impossible case to arise, it is impracticable; it could not come up under any arrangements of building which can be conceived of, either under Civil management or Military management. It is an unfortunate example, I think, to have given, because roofing is practically a scheduled and thoroughly described work; roofing of a certain kind, slate or otherwise covered, is reduced to an absolute certainty per square yard or square foot superficial, and if a certified officer says this particular building is covered and it has a roof and is completed, that is all he can certify?—I was only giving an example which I thought of at the time.

6013. Will you give us a better example, please, because that does not throw any light on the question at all?—I have not got a district schedule here unfortunately.

6014. (Chairman.) But the sub-district Commanding Royal Engineer when he gives his certificate gives a certificate to the effect that a certain work has been executed and therefore certain expenditure has been incurred, and that that expenditure is right?—Yes, he gives a certificate.

6015. He certifies that something has been done and that the correct expenditure has been incurred in respect of that something which has been done?—Yes.

6016. (Mr. Gibb.) Surely it is impossible for any accountant to check a bill of this sort except as regards arithmetic, is it not?—I do not know; I should have thought that more might be done than is attempted at present. Of course, it all depends on the accountant.

6017. Of course you may have cases of fraud. A workman or a foreman may represent that certain work had been done which had not in fact been done; but if in the construction of a building you have certificates from the men in charge at the works that particular work was done, and it measures out according to the figures shown in the schedule, how can an accountant without local knowledge of the work check anything but the arithmetic of that bill? He has got to take the certificate of the man on the work for the facts certified, you know?—I do not know what the arithmetic of the bill is quite.

6018. I mean an accountant can see whether so many cube feet at 9d. comes to 9s. 6d.?—Of course one could see the measurement books and see that it works out to the right amount.

6019. But that would only show you that the work as it went along got to so many cube yards of masonry, for instance?—It would.

6020. And you could check that item in the measurement book, and see that was correctly carried over into the bill, but that again is arithmetic, is it not?—Yes.

6021. (Chairman.) The Commanding Royal Engineer who gives his certificate sees the building, I suppose, or ought to see it?—I should think he ought to see it. Of course the work is done largely by the Divisional Officer; I have not been into the districts and should not like to speak with certainty as to that.

6022. Then the certificate comes up to the Inspector General of Fortifications?—Yes.

6023. What happens to it then, how far is it checked?—The bill is computed, it is checked for the rates.

6024. (Mr. Gibb.) Do you know this from your own general knowledge?—As to the computing, I know. Of course it is always very difficult to say exactly what is done in another branch, but this is what I believe is done.

6025. Before you tell us it I want to know whether what you are going to tell us is based on personal knowledge, because, if not, I should suggest we had better have it from someone who knows it.

(The Secretary.) In page 2 of your memorandum you say, "The greater part of such examination as takes place is conducted by the Inspector-General of Fortifications, who checks the vouchers for prices, rates, contract, conditions, &c."

6026. (Chairman.) That is to say, in the Inspector-General of Fortifications there is a check to see that no errors have arisen in regard to the prices and rates in the contract?—Yes.

6027. After that is done is the bill passed to the Accountant-General's Department?—Yes.

6028. What does the Accountant-General's Department do then; you can speak to that from actual knowledge?—Yes; he looks at the bill and sees that there has been compliance with the various financial rules—that there are no excesses on the amount, and so on; he sees that the bill is properly receipted; he sees that the contractor receipting it is the correct person, and that the bill looks all right on the face of it, and so on. He has a general sort of survey.

6029. That does not amount to very much?—No, it does not amount to very much. When I was there I drew out for the men in the Branch a lot of work that they ought to do, running to about twenty items, but it is not of very great importance.

6030. Twenty items of instruction do you mean?—Yes, twenty items of instruction. That the bill has been completed, that it has been examined by the surveyor, and that therefore it has the right ticks on

it, that the full postal address of the contractor is there, that it bears his signature or someone's on his behalf, that the proper Army form is used, describing the class of work, that the certificates are duly completed and signed, that there is a contract authority, or in the absence of it, that the amount of the purchase does not exceed certain amounts.

6031. That is to say, before the bill is passed for payment you see that it is attested by all the proper signatures?—Yes, it comes to that, and that none of the signatures are given when they ought not to have been given. For instance, the amount of a purchase must not exceed 50*l.* in the case of a surveyor's bill, unless it has received the prior approval of the Director of Contracts.

6032. That the proper signatures are there, and that the proper regulations have been complied with?—Yes, and that there is money for it.

6033. In your view that is not sufficient, I understand, and you would like to reinforce the audit or examination of the Accountant-General before the bill is finally passed for payment?—Yes, that came upon me gradually, because we had various cases at different times which I thought occurred with more frequency than they ought, and I came to the conclusion that we ought to strengthen the test.

6034. Your recommendation is that the Surveyor, under the Inspector-General of Fortifications at Headquarters should be attached to you?—There are several surveyors at Headquarters now.

6035. At any rate some surveyors?—Some surveyors.

6036. And that these surveyors should assist the Accountant-General in his audit?—Yes.

6037. By doing what?—By doing the work that is now done in the Inspector-General of Fortifications' Department, that the rates and prices in the contract should be checked in the Accountant-General's Department rather than in the Inspector-General of Fortifications' Department, so that there should be one examination, and that it should not go to two branches.

6038. That you should take over, therefore, the Inspector-General of Fortifications' work?—In that particular; yes.

6039. Would the Inspector-General of Fortifications, do you think, be willing to forego that work altogether or would not you be running into the danger of a reduplication of work?—No, it tends to a reduplication now, because the Financial Officer always has to do it over again, not so far as the rates are concerned, but as to checking against the contract and that sort of thing. I think there is much less likely to be a reduplication if that is done.

6040. (*Mr. Gibb.*) Can you give us any list of detailed duties which are the duties which, according to the present practice, are reduplicated?—Of course it is difficult again to speak of another branch, but I should imagine that the Inspector-General of Fortifications looked to see that the amount of the purchases does not exceed 50*l.* in the case of a surveyor's bill; he ought to do so. He ought not to put forward a bill, for instance, of more than 50*l.* unless it has been properly approved by the Director of Contracts. I should think that would be a case of reduplication.

6041. Where would you prescribe that that should be done?—That is an examination we could do.

6042. (*Chairman.*) But if it is done once must it be done again now? There must be finality somewhere?—I consider we are responsible for those bills as far as we can be. The respective duties of the two branches are not laid down with too much exactness.

6043. Was it to find the men some work to do?—No, it was to enable us to pass the bills as being correct.

6044. The really important point is, is it not, the local certificate?—Certainly.

6045. If fraud or error has crept into the local certificate it is, is it not, almost impossible as a rule to detect the error, except by local inspection of the work?—An error as to quantity or the mere error as to price?

6046. An error as to quantity?—Certainly, with regard to an error as to quantity we must have local inspection if we are to be quite certain.

6047. Then if you were to carry your recommendation to a logical conclusion, besides having a surveyor here to assist you in doing that part of the examination which is now done by the Inspector-General of Fortifications, you ought to have inspectors to go down and examine the buildings from time to time just as you make inspection at the Pay Office, and so on?—Yes, and I have suggested in my memorandum that I think it would be a good thing that the Engineer should know he was liable for this—just to know that at any moment the work might be inspected.

6048. Then the officials who would be able to do that would have to be officers with technical knowledge, surveyors and such like?—Certainly.

6049. Then would not you be adding on to the Accountant-General's Department a technical or quasi technical branch?—Yes.

6050. Which would be, however, controlled by the Civil and non-technical officers at the top?—Yes.

6051. You would get really a hybrid department under such a regulation, would you not?—I should have thought not. I do not know, of course; that is a matter of opinion.

6052. (*Sir Charles Welby.*) In regard to this idea that it is impossible to go behind the certificates of the local responsible officer, I see from your memorandum No. 5, of the irregularities which you say have been brought to light, you quote an instance in which an opportunity occurred of going behind the certificates on the vouchers?—Yes.

6053. And you say it was noticed that in every district in England the practice had arisen of charging for a superior and expensive kind of pipe?—Yes.

6054. That certainly suggests that you went beyond what might be called the arithmetic view of your duties. What was the machinery by which an incident of that kind was brought to notice?—That was brought to notice by the surveyor.

6055. By the surveyor acting on the part of the Inspector-General of Fortifications?—Yes.

6056. You had no means apart from him of finding it out?—No, I should not have known it otherwise.

6057. Therefore, practically, he does act, does he not, as your technical adviser for these purposes, as your eyes and ears?—He is supposed to examine these things, of course.

6058. As far as I understand your memorandum, I thought you were quoting these cases as instances to show the value of an audit or examination of these bills independently of the Inspector-General of Fortifications' Department?—With the assistance of technical advisers.

6059. But it seems to me you have, under the existing system, the assistance of technical advisers?—Yes, but I think it would be better if those technical advisers were not under the orders of the Inspector-General of Fortifications.

(*Chairman.*) But the work is done.

6060. (*Sir Charles Welby.*) As a matter of fact, he is here under the Inspector-General of Fortifications, and yet he does bring to light irregularities?

(*Witness.*) Yes.

6061. But your position is that, owing to his want of complete independence, you cannot rely on him to bring every case to light as you could rely on an officer under the Accountant-General?—I think one could rely more on an officer under the Accountant-General.

6062. (*Chairman.*) I think, in your own words, you put it on the last page of your Memorandum: "The surveyors at present engaged on the work are under his orders, and may be moved at any moment from the War Office to an out station. They have clearly no inducement to increase the stringency of the examination." That is an argument really, is it not, that the surveyors, being under the Inspector-General of Fortifications, will not criticise the work as severely and as independently as if they were under the Accountant-General?—I think it is probable they would not.

6063. Why should not they criticise it as severely and independently. The Inspector-General of Fortifications is anxious to find out faults, is he not? Why should not his officers do their duty as well as officers under the Accountant-General? He has

Mr. J. M. Bull.

26 Feb. 1901.

Mr. J. M.
Bull.
26 Feb. 1901.

no interest, and no desire to smother up things, has he? I want to get at your reasons, you know?—I can only put it that I should have more confidence in the men under the Accountant-General than under the Inspector-General of Fortifications.

6064. (*Mr. Gibb.*) Do not you think you might put it concisely as a theory that nobody but an accountant is to be trusted?—Oh no, I do not say that, but the order in council of 7th March 1899, throws the duty of auditing the expenditure on the Financial Secretary, and not on the Inspector-General of Fortifications.

6065. (*Chairman.*) Why? I suppose these surveyors do their work, and I suppose the Inspector-General of Fortifications is concerned in seeing that everything runs well in his department, and that no error should be committed, the responsibility for which would fall upon him.

6066. (*Mr. Mather.*) The foundation on which you build this scheme appears, does it not, in your document at the bottom of page 3: "Instances in which the certificates are demonstrated to be worthless are frequent enough to throw grave suspicion on the value of the whole system"?—Yes.

6067. Can you give us in concrete any instance of this kind which has come before your notice, or the Accountant-General's notice?—Yes.

6068. (*Chairman.*) I think we might take Mr. Bull through the instances which he gives us on the next page; for instance, you say in No. 1: "A bill had been put forward for work as completed which in reality had scarcely been begun"?—Yes, there was such a case.

6069. Can you give us the date and the details?—May I read the engineer's letter?

6070. What engineer, the Commanding Royal Engineer?—No; this is a letter written by the General Officer Commanding the Cork District, which copies the memorandum of the Royal Engineer.

6071. (*Sir Charles Welby.*) Is it in reply to a challenge on some particular bill?—It was in reply to a challenge. The history of this was that a bill was put forward for payment in March 1897. The bill was duly paid because it was supported by certificates. Later on there was a row between the Engineer and the contractor, and the contractor said he ought to have more money. Finally he wrote to this office. It was wondered why there could possibly be a complaint about a bill which had been settled long ago; inquiry was made, and this is the reply.

6072. (*Chairman.*) Who was the inquiry made by?—The Inspector-General of Fortifications. "The abstract referred to by Messrs. Dwan was a second one taken from a second set of measurements made at their request. The service which had been noted as particularly urgent by the Field Marshal Commanding in Ireland at his inspection in September 1896, was finally sanctioned on the 22nd of March 1897, and the authority reached me on the 23rd of March 1897. As it was impossible to get the work completed before the end of the year, and as work on Incidentals in excess of the amount that could be billed had been done by the T.C's, I considered myself justified in putting forward a bill before the work had been actually completed. I knew the urgency of the case, and how important it was that the Part 2 money obtained with so much difficulty should not lapse. The Assistant Surveyor and I were fully employed on checking bills, &c. until late at night for the last week of March. I therefore ordered Sergeant-Major Chimes to prepare an abstract for this service in anticipation of completion, which he did, and the bill was made out and passed."

6073. Does that mean that the money was actually paid before the work was done?—Yes, an arrangement was made with the contractor in this way. "You have this order, it is impossible for you to complete it; I will pay you the money; you finish the job at your convenience later on"; and the certificates were put in and the Accountant-General passed them.

6074. Was that to get over the difficulty of surrendering money?—It was to get over the difficulty of surrendering money.

6075. What action was taken?—A letter was written to the Field Marshal Commanding in Ireland that it was unnecessary to point out that the action of the General Officer Commanding at Cork was exceedingly

irregular, and that it would have been better to make a payment on account to Mr. Dwan.

6076. It was done on the authority of the General Officer Commanding, was it?—No, I should think not. Of course the General Officer Commanding is responsible for everything, but I should assume the General Officer Commanding never saw it.

6077. (*Mr. Mather.*) The mistake was the sending of the bill in, as if the work had been done instead of asking for something on account?—I should think practically nothing had been done.

6078. You do not know that of your own knowledge?—No, but the work was not begun until very late in March, so that I think I can be fairly certain.

6079. (*Sir Charles Welby.*) Was this irregularity passed by the Inspector-General of Fortifications' Branch and detected by the Accountant-General's Branch?—No, it came out afterwards by accident. The contractor, I think, said he ought to have 11. more and the engineer said no, on the contrary he had been overpaid 11., and as they came to loggerheads he wrote to this office.

6080. (*Chairman.*) Was any action beyond that taken; did the Commanding Royal Engineer or anybody suffer?—No, I think not—I have no knowledge.

6081. (*Sir Charles Welby.*) If it had not been for the contractor writing to the War Office and a row ensuing at a later stage, the ordinary machinery failed to detect any irregularity of that kind?—Utterly.

6082. (*Chairman.*) The machinery of the Accountant-General's Office?—And the machinery of the Inspector-General of Fortifications' Office.

6083. Would any machinery have detected it?—None at headquarters. Of course it is difficult to detect it.

6084. (*Mr. Mather.*) Under the circumstances?—Yes; but if the District were liable to local inspection the irregularity might have come to light.

6085. (*Chairman.*) That is another point, but my point is that no machinery at Headquarters, either of the Inspector-General of Fortifications or the Accountant-General's, would have revealed that?—Quite impossible.

6086. Possibly a local auditor would if travelling round?—It would perhaps make the Commanding Royal Engineer be more careful in giving a certificate.

6087. (*Mr. Gibb.*) Assuming that the local officer was of opinion that it was exceedingly desirable that this work should be carried out promptly, that the contractor should be paid in advance, and be trusted to carry out the work in discharge of that payment, was there any regular procedure that the officer could have adopted to get such a transaction carried through? He appears to have done it irregularly, and my question is, would it have been possible to do it regularly?—No, we do not make advances in such circumstances.

6088. Could not he have got authority to pay in advance?—No. We make advances as the work goes on; we measure up and see how much of a work has been done, and pay as the work goes along. We finance the man as the work goes on.

6089. Is there an absolute rule which prevents your paying before completion of the work?—I should think so; I have never heard of a case in which it has come forward, and I should be very surprised to hear it.

6090. (*Chairman.*) Now let us go to the second point?—There is another small case of the kind; I do not know whether I should mention it.

6091. I think we can take that as a typical case. How many other cases are there of that kind within your knowledge without going into them?—One other, not quite so glaring as this one.

6092. And the amount involved was small, was it?—Yes, about 301. I think: I do not know the exact amount.

6093. Now let us come to No. 2: "An unauthorised building has been erected by labour which has been described on the voucher as expended on repairs." Can you give us some explanation of that, with the date?—Yes. This was a building built a long time ago.

6094. How long ago—let us hear what the date is?—This was found out recently, but it occurred some time ago.

6095. It occurred when?—I think eleven years ago from this date. I think eleven years before 1897, but it was found out quite recently.

6096. How was it found out?—A conservatory was put up in the quarters of the General Officer Commanding at Devonport. It fell into disrepair, and he put forward an application for it to be repaired. The question was, how was it put up originally, and it then appeared that it had been unauthorised, and the explanation was that it was built out of timber lying in the Royal Engineer yard for which there was no special use, the cost of the erection (it was said to be very small) being charged to savings on the incidental item, which is an item meant for small repairs, so that the voucher must have come forward showing incidentals, while really it was an actual work, though I do not say it was big.

6097. (*Mr. Mather.*) It was an addition to the residence of the General Officer Commanding?—Yes, unauthorised.

6098. The point being that it was unauthorised?—Yes, and deliberately hid in the vouchers.

6099. (*Chairman.*) I suppose the General Officer Commanding would have been party to that?—I do not know, I should not like to say; he wanted the conservatory put up, no doubt, but whether he was a party to it, I do not know.

6100. Then in No. 3 you say: "Pay lists for extra pay to soldiers have been put forward showing that the men have worked so many hours a day for a definite period, whereas no attempt had actually been made to keep a record of the hours worked, because the men had really been working for so much a month or by piece-work; in one case an officer, in reply to a War Office inquiry as to the correct hourly rate of pay, ingenuously stated that the rate was immaterial, as if we altered the rate he should alter the number of hours actually worked, so as to arrive at the same total payment to the man." Who did that War Office inquiry proceed from, the Inspector-General of Fortifications or the Accountant-General?—That was from the Accountant-General.

6101. (*Sir Charles Welby.*) The charge having been previously passed by the Inspector-General of Fortifications?—Yes.

6102. (*Chairman.*) What led the Accountant-General to start that inquiry? Was there anything in the bill which led to it?—It was the description of the work. Under the Pay Warrant we considered that the rate ought not to have been so high; the charge was 2d. an hour, and ought to have been 1d. an hour.

6103. What was the date of this?—September 1896.

6104. What action was taken as the result?—It was referred to the Inspector-General of Fortifications, who concurred in the Accountant-General's view, and there the matter dropped, I think. I believe afterwards a general circular letter was issued, because there were several cases like it, saying the officers must be more careful.

6105. Have you any other instances of this kind, besides the one in 1896?—Yes, there were several like that.

6106. Of a more modern date?—Yes, there was one in 1897, but I have left that branch a year now—September 1896 really is not finished with by us until about January 1897.

6107. Then you say: "Soldiers have been described on vouchers as civilians"?—Yes, there were a few cases which we have found of that.

6108. Have you found them out, or has the Inspector-General of Fortifications found them out?—We have found that.

6109. How did it come about?—They will say, "So many labourers," and we asked at one time, "what were these labourers actually employed upon?" Then on putting the question it comes out: "This man is so-and-so; he is employed in such-and-such a work."

6110. And he was not a labourer, but a soldier?—Yes; it would come out incidentally.

6111. Would they give you his name?—I forget how it would come out exactly, but something would occur and we should grasp the fact. An assistant carpenter on the civilian pay list, for instance, was a soldier in one case.

6112. Does this refer to buildings in which both soldiers and civilians are employed?—Most likely they would be men employed on odd jobs or incidental items such as repairs.

6113. If you had a work upon which a dozen civilians and half a dozen soldiers were employed, would it be possible for a man to send up vouchers that 13 civilians were employed and five soldiers, so that one soldier, at any rate, would get civilian pay?—No, I do not think there would be anything like that; it would be on the incidental items such as repairs. Of course, it would be all on one voucher; the pretended civilian and the real civilians might be together on the same voucher.

6114. Is that one instance or have you had more than one?—We have had more than one instance.

6115. (*Sir Charles Welby.*) Under these circumstances these charges have previously been passed by the Inspector-Generals of Fortifications, have they?—Yes, he would probably pass them; he would not look at the pay list so much, if the charges were at the schedule rate he would pass them.

6116. He would leave that to the Accountant-General's Department, I suppose?—Yes.

6117. (*Mr. Beckett.*) You said in your reference of case No. 3 that the Inspector-General of Fortifications concurred with the view taken by the Accountant-General. When these cases come up, of which there do not seem to be a great number, do you generally find the Inspector-General of Fortifications concurs with the view taken by the Accountant-General?—Yes, I think so.

6118. He does not attempt to defend any irregularity in any way?—This is what he said on one: "I quite agree with you that theoretically the action taken cannot be defended, but as I endeavoured to show you in our conversation yesterday this wrong action arises not from any wish to hoodwink the War Office, but from inability to show the charges properly." Of course if he had shown the circumstances we are never so red-tape in the office as to say, "Oh no it must be done on this particular form"; we should say "this particular form does not meet the case fully but show the facts accurately on it," and it would be passed at once. We do not like charges put forward which apparently look quite right, but are really not in accordance with fact.

6119. The impression that reading your memorandum leaves on one's mind is that you in your department feel no confidence in the correctness of the accounts as a whole that are submitted to you?—That is a criticism to be made. I think as we found out a certain number of irregularities and it is so difficult to find them out, one was justified in assuming that there were others not found out. I think that is a fair assumption.

6120. And therefore you do not feel such confidence as you would like, at all events, in the correctness of these accounts?—You may put it in that way.

6121. As to one matter you go further and say, "The whole of the information on the voucher as to locality, date, &c., was afterwards admitted by the officer to be false"?—Yes.

6122. Now why was this information falsely inserted?—These are the facts:—"The Division Officer, R.E., reports that some time after he came here he found there was a grievance among the gunners at the Castle because they had never received any pay for whitewashing the buildings there in 1892. The sergeant in charge satisfied him that the work had been done, and he found that the lime had been supplied and used. The sergeant knew the amount due in hours, and it corresponded with the amount paid in 1894. He therefore ordered the amount to be billed. As, however, there was no requisition (A.F.O., 1778), one was made out and sent to the Officer Commanding to sign, explaining that the work had long since been done. The requisition ought to have been marked 'covering,' and the dates should have been shown correctly instead of being shown as if the work was going to be done in 1896." It was a bill for whitewashing which gives certain particulars, the place where it was done, and so on.

6123. Only for a small amount, I suppose?—Only for a small amount. We found out that the work was not done at the particular place stated.

6124. But the mistake might have been inadvertently made, might it not?—I do not think so.

Mr. J. M. Bull.

26 Feb. 1901.

Mr. J. M.
Bull.
26 Feb. 1901.

6125. Then you say, "Only very general explanations" are, as a rule, given by the Inspector-General of "Fortifications." Does that imply he is reluctant to give minute explanations?—I do not mean that. I mean simply that the Accountant-General does not go into that matter, and only a general explanation is given.

6126. You say when you come across mistakes, the check you apply is effective to a certain extent?—Yes. Might I draw attention to case just referred to, which I remember particularly—the guard room at Scarborough Castle. There was a charge of 200 hours for whitewashing. The examiner showed it to me, and said, "Do you think men would spend 200 hours whitewashing a guard room?" I said "No, I do not think so; I really think 200 hours is a great deal." Then we queried the matter, and after one or two queries it came out that it was not done at the guard room; it was done somewhere else at Scarborough on a different date; but if it had not been for the fact of the man noticing "guard room" and "200 hours," it would have gone through, so that it was only by the greatest chance that that case was ever queried.

6127. (Mr. Mather.) These are simply mis-descriptions; there is no attempt at defalcation, I suppose?—We can only be certain that there is mis-description.

6128. (Mr. Gibb.) The word "etc." had been left out, I suppose?—No. The guard room had not been done at all, in fact; it was married quarters, the Royal artillery wash-house, and other places.

6129. (Mr. Mather.) It was a false description?—It was a wrong description.

6130. (Mr. Beckett.) Do you think on the whole that these mis-descriptions are of such a character and of such frequency as to throw discredit on the whole system?—I think it throws discredit on the whole system when you remember how difficult it is to find anything out. Will you allow me to read one or two of the answers about the pipes, because we asked the Engineer Officer about them, and he replied, "Quite right, they are what we described them"; but when we pushed it further it was found afterwards that they were wrong descriptions?

6131. (Chairman.) In certain cases?—Yes, in certain cases.

6132. (Sir Charles Welby.) Speaking generally, when you urge that the examination of these charges should take place entirely in the Accountant-General's Department, rather than partly in the Inspector-General of Fortifications' Department and partly in the Accountant-General's Department, what you wish to guard against, I understand, is what you describe in your memorandum here as a tendency on the part of the officers responsible for expenditure to think that if the expenditure is in their individual hands for the good of the service it is of little importance whether the vouchers are in accordance with the facts so long as they will pass the examination?—Yes, I think it would make officers more careful in signing certificates if they knew that an attempt was sometimes made to go behind the certificate.

6133. That is really the ground of your objection to the existing system?—Yes; I am not suggesting fraud at all.

6134. (Mr. Mather.) Have you any knowledge of defalcations at all in connexion with this class of work?—Yes, some have occurred.

6135. (Sir George Clarke.) When was your memorandum written?—It is founded on an older one, but it was written a week or so ago.

6136. When was the older one written?—In 1899, I think.

6137. Was it sent to the Inspector-General of Fortifications when it was written?—It went to the Inspector-General of Fortifications.

The witness withdrew.

6138. Was it answered in any way, or did it remain unanswered?—It went to him, I believe, unofficially; at least, I do not think it was meant to go to him, but he has seen it, I know.

6139. When did you leave F. 11?—In March 1900.

6140. In your memorandum you say you do not know how the estimated cost of any particular building is arrived at, is that so?—Yes.

6141. Is the estimated cost of a building a question of audit?—No, I do not know that it is, but the Order in Council of 7th March 1899 says that the Financial Secretary is charged "with financially reviewing the expenditure proposed to be provided in the annual estimates for army services."

6142. Then you think it is a question for the Accountant-General to satisfy himself on, that the estimated cost of all works all over the world is correct?—Yes. I think it would be an advantage if he sometimes looked into an estimate.

6143. Then you would require, would you not, a very large and expert estimating branch to enable you to carry out that work?—No, I do not think I should require a large branch.

6144. But the annual estimate for works is very considerable, is it not, and that you wish to do yourself in your own branch?—Yes.

6145. So that it would mean a large staff, would it not?—It would mean an addition to the staff.

6146. And as the Inspector-General of Fortifications would have to frame his own estimates as well, the estimating work for the whole of the British Empire would have to be duplicated?—No, we should simply review it; the Inspector-General of Fortifications would deal with the estimate and pass it to us.

6147. But the review of an estimate would be a very considerable job if done thoroughly, would it not?

6148. (Chairman.) If it was done thoroughly it would be practically a reduplication?—Quite so.

6149. (Sir George Clarke.) Then you say that the estimates, which purport to show the cost of buildings, do not show it, is that the case?—That only means that various things are left out which I think in civil life would be included—that is to say, under our system of dividing up the estimates into transport works and so on, charges which would in civil life go against the work do not go against it.

6150. It does not mean generally, then, that you have not a fair knowledge of the total cost of a building; you would not go as far as to say generally that you have not the means of arriving at a fair knowledge of the total cost of any building erected?—Yes, I think I should not be able to arrive at most of them because of these various other items coming in.

6151. Then I gather your point is, that because the local surveyor is not under you his figures are subject to doubt, and that if he were under you you would accept them?—No, not the local surveyor.

6152. I thought you referred to the local surveyor?—No, I never suggested the local surveyor should be under us.

6153. Then you think only the surveyor at headquarters should be under you, do you?—That is all.

6154. As the knowledge you require is only knowledge which can be locally acquired, that is to say, knowledge of measurements taken on the spot, how would it help you if the surveyor at headquarters was under you only?—It would help me in this way, that I should examine all these bills for rates, for prices, &c., and, if necessary I should check any local work by sending a man down.

Col. C. M.
Watson,
C.M.G., R.E.

Colonel CHARLES MOORE WATSON, C.M.G., R.E., further examined.

6155. (Chairman.) Sir Richard Harrison asked us to address to you one or two questions which we put to him, as he thought you might be more familiar with the details. One question we asked him was whether he could give the Committee any explanation of the delay of two years which is said to have occurred over

the new barracks at Pembroke in Malta?—As I thought I might be asked that question I have prepared a short note stating exactly what happened. I am puzzled to know how General Grenfell has arrived at two years, because there has been no delay, but I should like to read this short note: "When it was

"decided to build a new barrack for an infantry battalion at Malta, the late General Officer Commanding"—that was Sir Arthur Lyon-Fremantle—

6156. (*Sir Charles Welby.*) Might we know the starting-point—when the decision was made?—It was in the year 1898. It was the late General Officer Commanding, Sir Arthur Lyon-Fremantle, who "strongly recommended that it should be built near Tarsien, east of Valetta. The site plan was discussed and the purchase of the land was approved on the 25th February 1899." That is two years ago to-day. The purchase of the land was commenced. Then Sir Arthur Fremantle left Malta and Sir Francis Grenfell went to Malta about that date. "On the 30th April 1899 the General Officer Commanding recommended that the barracks should not be built at Tarsien but at Pembroke Camp, west of Valetta. Naturally, there was considerable discussion as to the complete change of plan, but on the 21st August 1899 the General Officer Commanding was informed that his proposal was approved and was asked to suggest a site. The General Officer Commanding forwarded a site plan which was not altogether satisfactory, and there was a good deal of discussion before the plan was finally settled. "It was approved by the Army Sanitary Committee on the 18th June 1900." That I look upon as the date when the site plan of the barracks was settled—that is just eight months ago. "In the meantime the plans of the buildings were being proceeded with." I thought it better not to wait until the site plan was approved, but to proceed with the plans of the buildings. "Plans of the soldiers' barrack blocks, the first buildings to be constructed, were forwarded by the General Officer Commanding on the 10th February 1900, and were returned to him approved on the 29th March 1900," so that our examination took a little over a month, which was not too long as there were a great many details to go into. "There has been no delay in this office, and I believe the local officers are getting on as fast as they can. I do not understand how the General Officer Commanding considers that there has been two years delay." That is the case of Pembroke Barracks. Then there is the case of the Floriana Barracks. "As regards Floriana the case stands thus. On the 1st May 1900 the General Officer Commanding forwarded his proposal as to the accommodation to be provided. This had to be discussed with the Quartermaster-General, and was returned for correction on the 6th June 1900. "The General Officer Commanding forwarded a site plan of the proposed buildings on the 2nd August 1900, and this was approved on the 17th August 1900, and pencil plans of the buildings asked for. "The General Officer Commanding forwarded these on the 9th January 1901, but as they differed materially from those already drawn for Pembroke Camp, and were not so good as the latter, they were returned to him to ask whether much time would not be saved by adopting the Pembroke plans. It is difficult therefore to see that there has been any avoidable delay."

6157. I will not say "delay," but the lapse of time in the first case seems to have arisen from Sir Francis Grenfell having taken a totally different view as to the site of the barracks?—That is so.

6158. And you accepted that view as a better view than that of his predecessor?—His view was accepted in August 1899.

6159. (*Sir George Clarke.*) So that a completely fresh decision had to be taken on the policy of where these barracks ought to be built?—Yes, and I think two or three letters had to be sent for explanation as to the reason of the change of the site. There was a good deal to be said in favour of both sites; I think the advantages were about equally balanced.

6160. (*Sir Charles Welby.*) That is to say, from the time Sir Francis Grenfell notified his difference of opinion to that of his predecessor to the time when the War Office adopted those views four months elapsed, from April to August?—Four months elapsed, from April to August.

6161. That was the time the War Office took to decide that the General Officer Commanding was taking the right view as to those rival schemes?—Yes, and if I mistake not, after two or three letters had been addressed to him.

6162. From the time the War Office decided to adopt Sir Francis Grenfell's view as against that of his pre-

decessor, 10 months elapsed before the matter was finally settled, that is to say, from August 1899 to June 1900?—Yes.

6163. Is it quite correct to say, in the face of that, that there was no delay?—I do not think any of that delay was in the least unnecessary. When it is decided to build a new barrack it is necessary to come to a good conclusion. If we adopted the plan which is sent from the station, in some cases it would not be the best plan. We get experience of sites for barracks all over the world, and we always consider that we ought to give the good ideas we get from other stations to each particular station, the result being, I think, that a year is not too long to consider carefully how you are going to build a barrack before you commence.

6164. (*Sir George Clarke.*) Did the new decision involve a re-opening of the whole question as to the land?—It involved not only a re-opening of the whole question, but involved, too, purchase of land.

6165. Therefore the land had to be surveyed and all the arrangements for the purchase to be made within this time, which may seem to be a delay?—Yes.

6166. (*Chairman.*) Then I gather from what you have said that you would not be in favour of delegating any large powers to General Officers Commanding with regard to the plans of barracks; that you think ought to be done by a Centralised Department here which gathers experience from all over the world?—We decentralise as much as we can. We always bear in mind that it is better to leave as much power as possible in the General Officers Commanding, but on the other hand we get ideas from all the different stations, and by having them centralised in the office we are able to send the best plans out to the different stations.

6167. And you would not leave a General Officer Commanding to deal with such an important matter as that?—I think it might lead to waste of money. When it is remembered that the barracks now building will have to last at least 100 years, I think we should be very careful to make sure that they are properly designed and properly sited. One barrack that has recently been re-constructed—the Royal Barracks, Dublin—was built in the year 1708, that is nearly 200 years ago; but as a rule we may take it that the life of a barrack is about 100 years.

6168. (*Sir Charles Welby.*) I suppose you agree that the delegation of this work to General Officers Commanding would be a saving of time, but you hold that that advantage would be counterbalanced by loss of efficiency?—I am quite sure it would not result in saving of time; I believe they would come to us in the end.

6169. (*Mr. Gibb.*) The General Officer Commanding supplies, as it were, a local knowledge, but you supply general knowledge?—Which we have gained from a number of stations.

6170. From comprehensive professional experience?—Yes, but we do our best to delegate as much as possible to the General Officer Commanding. There is another point. There is always a personal equation for each General Officer Commanding and each Commanding Engineer, and more power can be delegated in some cases than in others. There are some generals to whom you would be justified in giving the whole of the money to spend and I am sure they would spend it rightly.

6171. (*Chairman.*) But as a general rule you would not accept plans for a barracks where put forward by a General Officer Commanding, without very carefully testing them and criticising them; you would not accept them on the responsibility of a General Officer Commanding, would you?—We try to do so, and only ask in many cases for simple outline plans of what he is going to do. Then we approve those plans and say, "Proceed"—that frequently happens.

6172. (*Sir Charles Welby.*) Then in practice you vary the degree of centralisation in accordance with the idiosyncrasies of the various Generals, do you?—And the nature of the station. At the present moment I may say I am revising the instructions. When we started the Military Works Loan in 1897 I found it necessary to issue a set of instructions to the General Officers Commanding showing the principles on which the Loan Works were conducted, because I found some of them wanted information as regards their responsibility. We are now revising these instructions, showing exactly the principles upon which we work.

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26 Feb. 1901.

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I will read a few of them if the Committee will allow me. "General Instructions as regards Finance.—The Act of Parliament lays down in broad outline where and for what purposes the funds provided under the Loan are to be spent. On this as a basis a schedule is prepared at the War Office showing the distribution in fuller detail and fixing definitely the allotment under each Head and Sub-head for each station. These allotments cannot under ordinary circumstances be increased. But so far as the exigencies of the public service will admit, the allotments to stations for Barrack Services will not be reduced, and General Officers Commanding may therefore assume, unless informed to the contrary, that savings on any item of Barrack Services at a station will be credited to the allotment of that station under the particular Subhead, and will be available for reauthorisation by the War Office for further Barrack Services under the same Subhead at that station." That met a question General Grenfell raised; he seemed to think he had not the power of redistributing his money. "When settled the amount of the allotment is notified to the station, and a comprehensive statement called for showing the whole of the services required which come fairly within the scope of the Act, and giving a full approximate estimate of the cost of each. It thus becomes convenient and in most cases necessary to have, so to speak, a 'waiting' list as well as an 'approved' list." And what we have prepared for each station is a list in that form. (Showing Form.) That list you will see has four headings showing 1st the works completed, and their cost; 2nd, the works in progress and the amount authorised; 3rd, the works for which plans are being prepared; and 4th, a further list of services which the General Officer Commanding considers necessary, but which we cannot say at the moment whether there will be money to execute or not. That list goes backwards and forwards between us and the station, so that it is known exactly how we stand. But it is important that no transfer of savings from one item can be made to meet excess on another. In each case the General has to tell us what saving he will have; we put it, as it were, back into the total allotment for the station and that becomes available for transfer to any other service it is wanted for. I do not agree with General Grenfell's proposal that he should have the power to move money from one service to another, because it would lead to confusion. Then as regards the estimates, there is an important item. I believe it has been stated that we do not take sufficient care in making the estimate to include the whole cost of a building; but that is a point we are very particular about and if I might read the paragraph about estimates it will be clear. "Experience shows that it is a matter of very common occurrence for later and more detailed estimates to be greatly in excess of the original approximate estimate for the service, and it not infrequently happens, especially in the case of reconstruction services, that the former is much greater than the latter. Errors of this nature not only tend to discredit the station estimates, but they often upset most carefully prepared programmes of work and not infrequently give rise to serious financial difficulties. It is, therefore, of the utmost importance that estimates, and especially the earlier approximate ones, should allow a really ample margin for possible contingencies and be in no cases understated. As some check on this, the data upon which the amount has been arrived at should be stated (see paragraphs 431 and 432, Regulations for Engineer Services, 1900). In order that the total expenditure entailed (and how it is made up) may be known at the War Office, careful approximate estimates of any contingent works involved in the service should also be prepared, and a statement of the funds required furnished in the following form"—for example, showing buildings, drainage, roads, fences, &c. "The above should show the whole of the estimated expenditure chargeable to the item of the Military Works Loan. But, in addition to this, an approximate estimate should in the case of stations abroad, be furnished"—that is for local transport, the value of the ordnance stores, and the value of military labour. I am anxious always that we should know the true total cost of each building. Then at the end we get a statement for each building, which shows the absolute total cost as shown by Table A on this form. (Showing Form.) Of course, in some cases some of those items may not be chargeable against the building; then it is left blank, and

Table B shows the exact cost at per foot cube and at per unit in the case of a barrack building.

6173. What would be included under stores—cement and such things?—No; under the head of stores, we include grates, gas fittings, and articles of that kind that the War Office supplies and not the contractor.

6174. (Mr. Mather.) Not movable furniture, but fixtures?—Yes; such as stoves, fireplaces, mantelpieces,—they all come under the head of stores.

6175. As a rule is that kind of work excluded from the contract?—It varies.

6176. Sometimes it is included, and sometimes not, is it?—Sometimes it is included, and sometimes not; it varies according to the service. For certain things, such as watercloset fittings and lavatory fittings, we have a general contractor, who supplies the same style of fittings for every place. Therefore, of course, in the bills of quantities we deduct those fittings from the contract, and supply them to the contractor, who only puts in his quantities the prices for fixing.

6177. The main plumbing work would always be included, I suppose?—Yes, that is always done by the contractor, but it is desirable to have the same pattern of stores in various barracks. Then, of course, for stations abroad, where we do not work with a contractor, it is necessary to send those stores.

6178. (Sir George Clarke.) Then in every case in the Loan Works you can say that the total cost of that work is shown?—We know the absolute total cost.

6179. Of course you have seen Mr. Bull's statement, in which he says he cannot make it out in all cases?—He is wrong so far as Barrack Loan works are concerned. The actual total cost of a building is given on this form. (Showing Form.)

6180. (The Secretary.) Mr. Bull was referring to services provided for on annual Estimates, because all the charges for a service done on Loan are brought under one head.

(Witness.) Quite so.

6181. (Mr. Mather.) Have you Forms showing the comparison between the estimated cost and the actual cost on the completion of the building? These heads are estimated authorised expenditure during present quarter, during last quarter?—When the building is finished there is the total amount given in the A. portion of the Form.

6182. But have you any Form which will give the Committee an example of how the final cost comes out as compared with the estimated cost?—I have not brought one with me.

6183. Is there a very large discrepancy, as a rule?—Not with our services. The cases where the largest discrepancies appear are in cases of reconstructing a building; that is to say, if you have an old barrack, and are bringing that barrack up to modern date, I would not wonder if sometimes it comes to three times the estimate; that is to say, an examination of a block is made and it is considered it can be put in order for a certain sum, but when the work is taken in hand it is found that much more extensive repairs are necessary than was at first supposed.

6184. I am referring to new works. Do you approximate very closely to the estimate as a rule?—Yes, we have not much difficulty about that; but probably that is due to the fact that we are always impressing on the General Officers Commanding that they must make their estimate sufficient to cover the work. I think in some Annual Estimate services there is a tendency to under-estimate in order to get the amount in the Vote for the year, but in Loan Services it is not so. In our case the real estimate is made after we have got out the plans, and then we know exactly.

6185. Of course it means examination into every detail of the building before you begin; for instance, the fittings you have just mentioned may be a very important item in a large building?—They are.

6186. And unless you have carefully gone through the whole thing room by room, you might be very much out in your estimate?—But still an approximate estimate based on a number of buildings of a similar character works out very nearly. Supposing, for instance, a class of building has worked out at 8d. a foot cube, we may be pretty sure that the next building will work out at the same cost, and, of course we always make an approximate estimate on the cube.

6187. (*Chairman.*) You state that you show the true cost of these buildings done under the Loan; do you also show the true and total cost of the buildings done under the Annual Estimates?—I have nothing to say to the execution of the work under the Estimates, so I am not sure of the form they adopt in the Estimate work. I should think they did. Then I may say at the conclusion of each year we send in a report showing exactly what all the buildings have cost, and perhaps it might interest the Committee to see it.

6188. You are chiefly concerned, I gather, with works done under Loan?—Entirely.

6189. Have you remarked another suggestion of General Grenfell's, that in all cases only pencil sketches or line drawing should be submitted to the War Office with sufficient detail to show that there is no considerable deviation from the approved design, and that when these are approved the preparation of working drawings should be seen to at the stations without the necessity of further reference?—That is the course we almost invariably adopt in the case of foreign stations, such as Malta. So I do not understand why he raised that objection if he referred to Loan Services.

6190. If that is the practice which is adopted, can you explain why Sir Francis Grenfell should put it forward as a suggested improvement?—I am rather puzzled; it is what we invariably do when possible in the case of stations abroad; you cannot have exactly the same procedure for every building. Take, for instance, the case of a hospital, say a small hospital at Malta: we get a preliminary plan worked out. We then have to show it to the Army Sanitary Committee at home to see if they approve of it; so there we must get the drawing home; but as a rule we try not to get the drawings back from a foreign station after they have been approved in a preliminary stage.

6191. But there must be an exception in the case of hospitals?—Yes, and in other cases; suppose it is a building of a new class, we must treat each building on its merits, but our rule is not to get them back after they have been approved in their preliminary stage.

6192. (*Sir George Clarke.*) But of course you send to all foreign stations type drawings?—Yes.

6193. It would be impossible to expect you to maintain at every foreign station anyone who is qualified to design out of his own head a large hospital, for instance?—Quite impossible. The principle I always try to work upon with the foreign stations is to insist that the local officers should be really responsible, and that we are only in the position of helping them. We always try to assist them, and I find that when I go round they all fully realise that that is the position. I find they are very glad to see me, and we talk things over and settle a good deal without having to refer to the War Office at all.

6194. As a matter of fact you do a great deal of outside inspection, I believe?—Whenever I can possibly get away.

6195. Even extending to the Mediterranean?—I have been twice to the Mediterranean during the last three years; the year before last I was at the Cape and St. Helena; the year before that at Bermuda and Halifax; and in 1896 at Jamaica and St. Lucia. I find much work can be done by going to the stations and talking it over with the local officers.

6196. There is a general impression in some quarters—I do not say whether it is founded or not—that there are a great many delays in the department of the Inspector-General of Fortifications. Are the delays, assuming that they occur, in your opinion unavoidable, and due to the inherent qualities and conditions of the works with which you deal, or are those delays at all attributable to the inter-departmental correspondence and references which take place owing to the fact that in most of your buildings the Quartermaster-General, and very often the Adjutant-General, and sometimes also the Director-General of Ordnance has to be consulted?—I have no doubt that there is some delay due to that; there is a delay also due, I think, to some causes that might be avoided. For instance, in the case of our dealings with the Finance Branch, the chief of the Finance Branch deals with us (F 11 is in our building) and I wish he would come up oftener to my room and discuss things with me. But at present the way the thing is worked is this: I refer to the Finance Branch, which is at Pall Mall; it first goes to their subordinate branch at the

Horse Guards; it then comes to Pall Mall; it then goes in some cases from F B. to the Accountant-General; and sometimes it is referred back to me for further explanation.

6197. How would you avoid that?—I think in many cases it could be avoided if the head of F 11 would come and talk to us.

6198. (*Mr. Gibb.*) Have you told him so?—Yes, but naturally he likes to refer to his own chief. Now, we had a curious case last week where we had a certain amount of dispute with a contractor. We had come to an arrangement with him and I had recommended the Director of Army Contracts to pay a certain amount to settle the matter; it may have been a few pounds more than he was actually entitled to. The Director of Contracts referred it to the Finance Branch to know if it ought to go to the Treasury. Really I think it was a case not worth referring to the Treasury, but the Finance Branch decided we must go to the Treasury. The paper went back to F 11 over in the Horse Guards who put a minute on it, and wrote a draft letter to the Treasury, which came back to Pall Mall, then it came to me to know if I agreed with the letter to the Treasury. The letter did not quite express what was required, so I redrafted the letter and sent to know if my draft was agreed to. I do not want to blame anybody, but the system.

6199. Is there any practical way which you can suggest to cure that?—I should say we should be held responsible for our own finance.

6200-2. (*Chairman.*) But the money must be spent according to the regulations?—According to the regulations.

6203. But when you wanted to depart from the regulations, what then?—Then we must go to the Accountant-General.

6204. You would still have to refer to someone?—Yes.

6205. (*Mr. Gibb.*) What would happen in the particular case you refer to?—I think the Accountant-General in that case might have said "All right, pay the contractor."

6206. (*Chairman.*) But he might not have had sufficient power to deal with the point?—Quite possibly; I only instance the way the papers go backwards and forwards.

6207. (*Sir George Clarke.*) In any case it might be laid down, might it not, that the head of F 11 should not write to the Head Office until it had been settled with you personally?—That is what I would like.

6208. (*Chairman.*) Could not you put that right?—I was talking to the Accountant-General yesterday about it, and he said he would give instructions. Then there is another thing which causes delay and that is the question of printing. We have a great deal of printing to do in the way of specifications and bills of quantities, lithographic plans and so on. If I want a thing printed I have to send it from the Horse Guards to this Office; this Office has to send it to the Stationery Office in Westminster, and the Stationery Office sends it to the printer, so that it generally takes from a week to a fortnight to get done what, if I was a private individual, I would get done in an afternoon.

6209. (*Mr. Gibb.*) Can you explain why you have to take these various steps; you say you first have to send it home?—Yes, because we do not communicate with the Stationery Office as regards printing. This has lately been partly remedied as regards plans.

6210. (*Mr. Mather.*) Why not?—I do not quite know.

6211. Have you tried?—We have tried it several times; and some improvement has been made.

6212. But have you sent what you required to have printed to the printer?—No, they would not receive it from us without an order from the Central Office, and the printer would not receive it from the Central Office here without its going through the Stationery Office. Often we have delays of weeks on the printing question.

6213. (*Mr. Gibb.*) Who could explain to us why you cannot send a document you want printed directly to the printer?—I think it would rest with C 2.

6214. (*Mr. Mather.*) Is this supposed to be a financial check on printing?—Yes, it is supposed to be a financial check on printing.

Col. C. M.
Watson,
C.M.G., R.E.
—
26 Feb. 1901.

Col. C. M.
Watson,
C.M.G., R.E.
—
26 Feb. 1901.

6215. (*Chairman.*) There is a great tendency, I believe, in a Government Department to do unnecessary printing, therefore it has been a matter of much discussion, and it has been laid down that one particular branch of a department should be the channel through which all printing should pass to the Stationery Department.

(*Mr. Mather.*) But might not the head of a department be trusted to keep that printing within reasonable limits?

(*Witness.*) I should think so. We never get anything printed which is not absolutely necessary.

6216. Would you suggest to simplify all this by suggesting that each head of a department should have the right to send to the printers what he requires?—Yes; to deal direct with the printers in all cases.

6217. (*Chairman.*) I think there once was a Parliamentary Committee which inquired into printing generally, and found out, in those days at any rate, that the waste of public money which was going on in the opinion of the Committee on unnecessary printing was very large?—Well, of course in our office the main printing which is done consists of specifications and bills of quantities, and those are all absolutely necessary. Then there is another cause of delay, and that is, I believe, the printing is taken at a low rate, and the result is it is slowly done—that is another question.

6218. (*Mr. Mather.*) Do the proofs come to you?—Yes.

6219. Through the same channel?—That I will not be positive about. I do not know whether they do not come straight to us from the Stationery Office.

6220. (*Chairman.*) The Central Department would know that, I suppose?—Yes, they would know all about it. That is one of the causes of delay. Another cause of delay is the Central Registry, which is a Branch which is not under the Inspector-General of Fortifications.

6221. (*Sir George Clarke.*) The Committee have had contrary opinions upon that from high officials. We have been told by one that it is a scandal, and by another that it is satisfactory. Can you give me your opinion about that?—I have no doubt it is not conducted altogether in the way it should be. I am sure of that. I have a paper here which shows the causes of delay. I sent it in a good while ago. I worked out the whole question very carefully as to what was wanted and what the causes of delay were. The first reason, I think, of the difficulties is that the Central Registry cannot always know what to mark a paper up to, and they mark them up sometimes in such a way that it makes it very difficult to find a paper.

6222. (*Mr. Gibb.*) Are you now speaking of a new matter coming in for the first time?—Or a letter coming in from a General.

6223. Had you not better distinguish in your answer between the two?

(*Chairman.*) Take a letter which comes in from outside to the War Office, it comes to the Central Registry; the Central Registry opens it and then sends it to that department with which it thinks the letter is concerned. You mean to say, do you, when it does that it often makes a mistake and sends it to a department which is not the proper department?—No, I mean it marks it up to a bundle which is not the right bundle.

6224. How do you mean?—This is what we call a bundle (*exhibiting bundle*). A new paper comes in, it is put by the Central Registry in a jacket, they guess what paper it belongs to but sometimes put it into the wrong bundle.

6225. You mean they attach papers to a bundle on the wrong subject, do you?—Yes, and sometimes they do not attach the papers when they should attach them. I do not know what time the post comes in in the morning, but my theory is that when a letter comes in by the morning post the Branch concerned ought to have that letter by 11 o'clock, at all events.

6226. What time do you get it?—Sometimes not for two or three days.

6227. We have been told, I think, that when a letter comes in, within two hours or so it has been sent to the Branch concerned?—That is not my experience. I find that is not always so.

6228. Can you give us any instance in which a letter has been delayed for two days?—I can easily show you that. Here in this particular file is a letter posted by the General Officer in Ireland on the 18th January. It is marked as having been registered on the 23rd January. I do not think it could have taken from the 18th to the 23rd January to get to London. We did not get it till the 24th. Therefore in that case, the first case I happened to take up, it took a day after it was stamped in the Registry to reach us.

6229. (*The Secretary.*) I think the complaint was, was it not, that the back papers were all kept in the Central Registry?

(*Witness.*) Yes.

6230. (*The Secretary.*) So that there ought to be less difficulty with regard to your papers, because they are now kept in the same building in which you work?

(*Witness.*) Yes; but I know it is a long time before we get them. I do not think the system of registering is satisfactory, because when we send to them for a paper, over and over again they cannot find it; papers seem to get lost in the Central Registry.

6231. (*Sir George Clarke.*) Can you give us a specimen of the contents of a file?—Yes. I have here an instance with reference to what I was saying about the Central Registry not being able to discriminate. There was a paper I sent in on the subject some time ago and I attached a specimen I happened to take up of a file to show how the subjects were mixed up. The first paper on this file was a report of a contractor's change in his manager; the next paper was as to the relative advantages of night urinals and urine tubs; the next was tenders for stables. Then it went on to the acceptance of the contract for stabling and paving, and then to an application for extension of time on quite a different contract. Then it came to the handing over and completion of three soldiers' blocks, and then it went back to the question of night urinals and urine tubs—this is the file (*showing précis*). Therefore, my theory is that the papers ought to be so registered that there is only one subject in the file.

6232. (*Sir Charles Welby.*) That is surely a question of an alternative, but, rightly or wrongly, the system of registration is right, is it not? That is, registering as to Belfast, say, one set of papers—grouping it into districts?—I do not think that meets the case, because one branch will be dealing with one view of the subject, and another branch will be dealing with another view of the subject, and while the Quartermaster-General has got hold of the bundle about the accommodation part of the question we cannot get hold of the bundle to deal with the designing part of the question.

6233. (*Col. Miles.*) This is a most difficult question, is it not, to deal with?—Yes.

6234. Therefore you do want a very skilled official to be at the head of the Branch which attends to this attachment of papers, do you not?—Yes, I think it is absolutely necessary.

6235. Not only in your Branch, but they are quite as complicated, are they not, in the other Military Branches?—I can only speak of my own, but I am sure they are complicated.

6236. (*Sir George Clarke.*) In addition to a qualified head, you also want a sound system, and I gather from you that you think the system is wrong?—It should be improved. At present papers are registered, as you may say, by the individual paper. I think the basis of registration should be the file—the bundle. That is the principle I have adopted. I have no right to do it, but all our papers I now mark on the file system. This is a complete file (*producing and explaining same*).

6237. (*Mr. Gibb.*) These are all papers relating to one particular barrack, are they?—Yes.

6238. (*Mr. Mather.*) If you had a register of your own, would you have all these different papers in your own register?—Yes.

6239. But some of them would refer to the Quartermaster-General, would they not?—But all our papers should start with us and come back to us.

6240. If the Quartermaster-General started a paper, how would he know how to apply for that paper afterwards?—If the paper has come to him, no doubt he would have a note of it on his local register.

6241. That is to say, he would know where the paper had gone to?—Yes.

6242. Does your recommendation amount to this, that every department should have its own register?—I will not say anything about the others.

6243. But would you like to have one in your own department?—I should like to have the register at the Horse Guards put under the Inspector-General of Fortifications, and he could then make his own regulations. I think the main thing is that there ought to be a better class of clerks than there are; at present a good deal is in the hands of boys who really cannot be expected to know the work.

6244. (*Chairman.*) In fact the work of attaching is not done with sufficient knowledge and skill you think?—That is so, and that being so, I would rather we were allowed to do the work ourselves.

6245. Is not another cause of delay the great amount of correspondence which necessarily takes place between your department, the Quartermaster-General and the Adjutant-General, you all being interested more or less or to some extent in the same question. If there is a question of barracks you have to consult the Quartermaster-General?—That is necessary. The principle is this, that when it is decided to build a new barrack, the first thing we do is to write to the General and ask him to tell us who he proposes should be accommodated in those barracks, and he sends me a return on a particular form which shows exactly all the people who are to be put up in the barracks. Then when that comes in from the General we send it to the Quartermaster-General and say, "Is that right?" and if he says "That is right, that is the accommodation I want provided," we go on, but we always look upon it that we are bound to provide the accommodation the Quartermaster-General wants.

6246. (*Sir Charles Welby.*) Could not the Quartermaster-General square that up with the General Officer Commanding before you intervene in the matter at all?—No, because it is our business to provide barracks.

6247. But the Quartermaster-General is the requisitioning Department, is he not?—I think it is done better in this way. Very often I will come over and see the Branch of the Quartermaster-General respecting it, and we settle it. I do not think there is any delay due to that.

6248. (*Chairman.*) There is no delay due to the correspondence between you and the Quartermaster-General, you think?—None at all practically. Where the delay does come in is when it has been decided to build a barrack and it has not been decided who is going to live in it; then there is delay. Then the Adjutant-General comes in. For instance, supposing we are going to build a barrack and all the arrangements have been made to build a barrack for British troops, but in the meantime there has been a disoussion, and it has been decided to put a black battalion into that barrack, it is often a long time before we get a decision as to the accommodation required.

6249. Could not those questions be expedited if there was some machinery by which the Departments concerned could meet together at regular intervals and settle the questions which concern them?—I do not think so, not as between us and the Quartermaster-General. We have no delay.

6250. (*Mr. Mather.*) His department is always near to you?—It is here.

6251. And you discuss that, I suppose, first of all personally?—Very often it happens that we discuss the question, then I write my minute on the paper, and he puts his answer when we are both together, the object being to have the decision on record.

6252. Does that start you making the plans?—The next step is to get the General to suggest a site plan of the barracks, showing where the officers' mess is to be, where the barrack blocks are to be, and so on.

6253. Is that submitted in the form of a plan?—In the form of a plan. That is reported upon by a board of officers at the station, and in nine cases out of ten there is very little delay in getting that approved, except in the case of a large barrack, when we have to send it to the Army Sanitary Committee.

6254. (*Mr. Mather.*) Are the building plans made by your office?—They are made at the station. We send them a set of plans for similar buildings, and say, "would you like to adopt these, or have you any alterations you would like to suggest?" and in many

cases they say, "we will adopt the plans you have sent," and the thing goes on.

6255. And of course they are completed, I suppose, by their own draughtsmen?—By their own draughtsmen.

6256. (*Colonel Miles.*) The work of the Quartermaster-General's Branch, and the Inspector-General of Fortifications' both in the War Office and in the districts, is necessarily very much interlinked, is it not?—It is very much connected.

6257. And it would not be practicable to separate them?—I do not think it would be advisable; I think we get on much better as we are now. The only other solution would be that the Inspector-General of Fortifications should be entirely in charge of the barracks, but I do not know that that would be advisable.

6258. You mean taking the barracks away from the Quartermaster-General?—Yes, but I do not know that that would be advisable; that of course would stop all reference, but I would not recommend it.

6259. (*Mr. Gibb.*) Does the Inspector-General of Fortifications come in on the question of whether there should be a new barrack building?—Yes, he does. Supposing, for instance, it was decided by the Army Board that a regiment was to be added to a particular station. Then we would inform the General Officer Commanding that it was proposed to build a new barrack at that station. He would send his proposals; which would be considered by the Inspector-General of Fortifications and the Quartermaster-General jointly.

6260. But the question of site, the question of plan, and the question of accommodation, all arise after it has been decided that a new barrack is to be built?—Yes, but the first proposition comes from the General of the district; he is informed a new barrack is wanted.

6261. (*The Secretary.*) It is the Secretary of State who decides whether additional battalions are to be raised?—Yes.

6262. The Inspector-General of Fortifications has nothing to do with the question whether more troops are required?—We have nothing to do with deciding how many troops are wanted at a station.

6263. (*Mr. Gibb.*) You come in after it has been decided a new barrack is wanted?—Yes.

6264. Have you anything to do with the amount of accommodation to be provided?—That is the Quartermaster-General's business.

6265. I do not quite see in that case why the matter does not come to you as the order for a new building would go to an ordinary architect. "We want this accommodation, we want the building on this site; will you prepare plans and estimates"?—I think the present way works more quickly.

6266. (*Chairman.*) But what is the present way?—The present way is that it is decided that there shall be a barrack in a certain station.

6267. For so many men?—We will say for a battalion.

6268. (*Mr. Mather.*) Are you informed of that decision?—Yes.

6269. You are not a party to that decision?—No.

6270. The information comes to you?—Yes; and of course in some cases a decision is changed; that is a cause of delay. There was a case as regards that which occurred as to a barrack at Colchester. Some years ago there was a barrack at Portsmouth which the Admiralty wished to turn into a sailors' barrack, and the War Office agreed that the Admiralty should have the Portsmouth barrack, if they paid for reprovinding the accommodation. The Admiralty agreed to pay for reprovinding the accommodation. Then the General proceeded to look for a site for a new barrack somewhere near Portsmouth, but after about a year I think the Adjutant-General decided it would be better that the regiment should be quartered at Aldershot. Then the General Officer Commanding Aldershot began to look for a site, and for about eighteen months they were looking for the site at Aldershot, but they could not find a satisfactory one.

6271. (*Colonel Miles.*) We could not agree on a satisfactory one?—You could not provide it, at all events. Then it was decided to move the battalion to Colchester. The General there was asked where he proposed to put it, and he said "I have no place to put it; I must buy

Col. C. M.
Watson,
C.M.G., R.E.
26 Feb. 1901.

Col. C. M.
Watson,
C.M.G., R.E.

26 Feb. 1901.

"some land"; so we had to buy land at Colchester in order to put up this barrack, and I instance this particular case because the Engineers were supposed to have caused delay in providing this barrack. I had to explain that it was because we had not been informed where it was to be built; you must settle where it is going to be before you begin to build it. When it is settled we are to build a barrack, we write to the General and ask him to fill up a form saying what troops he proposes to put in it.

6272. (*Mr. Mather.*) Are you the first to inform the General?—Yes.

6273. He knows nothing of it?—He has been informed by the Adjutant-General of the number of battalions he is to have at his station.

6274. Then you approach him, he does not approach you?—We write to him and ask him to fill up the form. He fills it up, we send it to the Quartermaster-General; he criticises it and sometimes does not quite agree with it, but in the end the Quartermaster-General and the Inspector-General of Fortifications and the General of the district are satisfied as to the accommodation to be provided.

6275. Do you confer personally at a station?—Very frequently, and in some cases I have gone down to the Station Office with an officer of the Quartermaster-General's Branch and talked it over there.

6276. (*Mr. Gibb.*) Do not you think the delay is caused by the Inspector-General of Fortifications coming into the business, as it were, prematurely?—I do not think so, and I do not agree there is delay, when once the general policy is decided upon.

6277. Following your description of the matter, one would have thought that the amount of accommodation required and all questions of that sort would have been settled before any request was made to the Inspector-General of Fortifications?—But still it would have to be settled.

6278. Yes, but not by the Inspector-General of Fortifications. I suppose the Inspector-General of Fortifications as a constructor would say, "I will make any barrack you like; tell me what accommodation you want and I will prepare a plan"?—I think we get on quicker in the present way, because we are very interested in getting the question settled.

6279. But it does not matter to you whether you build a barrack for 1,000 men or 1,500 men, does it?—No.

6280. Why should you come into the transaction before the building is wanted?—It has to be settled, and it makes no difference who originates the question.

6281. Settled by the officer whose duty it is to settle these things?—But I do not think in some cases the Quartermaster-General would realise we had the funds to build the barrack until we told him.

6282. Then I confess I fail to see how the Inspector-General of Fortifications, as the person responsible simply for constructing and completion, can tell other people whether or not a barrack is wanted and what amount of accommodation is required?—We get the amount of accommodation from the Quartermaster-General. We do not state what accommodation is wanted.

6283. (*Mr. Mather.*) You are the builders?—We are the builders.

6284. You are only the builders?—We write to the General and say, "There is a barrack to be built in your district. Would you be kind enough to let us know what people are proposed to be put into it."

6285. (*Mr. Gibb.*) I should have thought the architect was the last person to write and say, "There is a barrack to be built in your district." I should have thought it was the Quartermaster-General, the person who wants the barrack, who would do that?—I have not thought of that point of view.

6286. (*Mr. Mather.*) The Quartermaster-General and the General Officer Commanding are going to be the occupiers of this building, you are only the builder?—Yes, but still we regard all in the War Office as one Branch. I do think we manage to push the thing along. For instance, here is a question in this file which I have here as to the reconstruction of Ballincollig Barracks. We drafted the letter and sent it to the Quartermaster-General, and asked did he concur in our writing, and he concurred; that is a very good instance.

6287. (*Sir Charles Welby.*) That reference to the Quartermaster-General consumed pretty well two days, did not it; one day in coming from your department and one day in coming back to you?—Yes.

6288. (*Mr. Gibb.*) Why should you take up that question at all?—Because we had got the money under the Loan to do the work.

6289. I mean why should a proposal to enlarge Ballincollig Barrack come to you first at all?—It emanated from the General Commanding in Ireland.

6290. Having emanated from him, why should it come to the Inspector-General of Fortifications until the other authorities concerned have fully made up their minds?—They all agreed it was to be done.

6291. As to what was wanted and where it was wanted, true?—I think there is a great deal to say in favour of that view, but I do not think we should get on so well as we do now.

6292. (*Mr. Mather.*) You push them along, do you?—It is our interest to push on and get the money spent in a reasonable time.

6293. When the barracks have been decided on, is the money then allocated to your department?—No; in the case of Ballincollig everyone allowed we had to spend the money. It was inserted in the Army Estimates and was struck out several years in succession, I think. Then when we got the Military Works Loan it was decided to reconstruct Ballincollig Barracks, and we put the sum the General had said was necessary for the reconstruction into the Loan.

6294. Then it comes to this, you are the spending department?—We are the spending department, and as soon as the Loan was passed by Parliament we at once wrote to the General, saying, "We have got the money now to reconstruct the barrack."

6295. (*Sir George Clarke.*) But, generally speaking, it is not a case of a barrack being suddenly decided on, is it?—No, it takes years.

6296. It has generally been part of some great scheme which has been worked out by the Inspector-General of Fortifications before?—Yes, conjointly with the Quartermaster-General.

6297. It is not a question of a barrack being suddenly required and the Inspector-General of Fortifications being asked to make it; it is something you have been working at before?—Yes, and working with the Quartermaster-General.

6298. (*Colonel Miles.*) As to the department which is most concerned in the work being pressed through the Quartermaster-General's Department is, at least, as much interested as your department, is it not?—I think so, if not more so.

6299. (*Mr. Bockell.*) Who decides the plans on which the barracks are built?—They are decided in the Inspector-General of Fortifications' Branch, after consulting the other Branches concerned.

6300. They are built more or less upon fixed plans, I suppose, are they not?—Yes, we have a number of what are called type plans.

6301. (*Sir Charles Welby.*) I suppose it is with regard to Rifle Ranges the greatest delay arises. Have not you experienced the greatest difficulty in pushing them along?—The reason of delay is because it involves the purchase of land, and one of the subjects which causes most delay of all is the purchase of land. Even when we have power to buy compulsorily it always takes a long time to purchase. I should say the purchase of land causes more delay than anything else in our work.

6302. And do you think the delays arise more from that cause than from any circumlocution?—Certainly, and whenever we have the land the Ranges have been finished speedily.

6303. One of the delays in regard to purchase of land, I suppose, is that, not only has the Commanding Officer of a district to be suited as to a site, but also three departments in this office?—Oh, no; it is generally agreed soon if the General Officer Commanding is satisfied.

6304. Then assuming the site and the cost of the site suggested by the General Officer Commanding to be agreed, there is no delay?—If the General Officer Commanding suggested a site which there is not sufficient money to buy, then of course we have to ask him to look elsewhere.

6305. I was speaking rather of the arrangements which were provided for under the Loan of 1897. Is it not a fact that a good deal of that money has not been expended yet?—We are buying a large tract of land at Plymouth, but there we cannot get on because there are a number of commoners to deal with; it is a very slow business; but there will be no delay in the construction of the Rifle Range; the delay is due to the questions arising on the land purchase.

6306. I suppose you cannot tell us what proportion of that half a million which was allotted to ranges in 1897 has been spent up to now, can you?—Yes, I can tell you exactly, I think.

6307. (*Mr. Beckett.*) I suppose the public object to having Rifle Ranges in their neighbourhood as a rule,

do they not?—They do not like it, and we have had a good deal of trouble in buying the land in some cases. I find the figure expended up to 31st December on the Rifle Range and Manœuvring item is 816,594*l.* out of a total of 1,222,000*l.*

6308. (*Sir Charles Welby.*) That includes over half a million in a lump for Salisbury Plain, does it not?—Yes.

6309. If you put that on one side you have spent about 300,000*l.* out of about 600,000*l.*?—Yes.

6310. In nearly four years?—Quite so. If you like I can give you a statement showing exactly what has been spent up to date.

*Col. C. M.
Watson,
C.M.G., R.E.
—
26 Feb. 1901.*

TWENTY-SECOND DAY'S MEETING.

SIXTEENTH DAY'S EVIDENCE.

At the War Office.

Wednesday, 27th February 1901.

PRESENT:

Mr. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE OLABKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary.*

Colonel CHARLES MOORE WATSON, C.M.G., R.E., further examined.

6311. (*Chairman.*) You left us under the impression that there is a great deal of correspondence and reference between the Quartermaster-General and the the Inspector General of Fortifications, when there is a question that arises of the selection of a site for barracks?—Yes.

6312. Could not possibly the selection of a site for barracks be wholly dealt with by the General Officer Commanding? He has got the Army Service Corps under him who represent the Quartermaster-General, and he has got the Commanding Royal Engineer under him representing the Inspector General of Fortifications, and he has medical officers under him?—I think when it is a question of a site for a new barrack it is better that there should be a little more discussion than that it should simply be left to the local officers, because they have not the same experience as the officers at the War Office who are receiving, as I said yesterday, information from all the stations.

6313. Does not that apply rather to building?—It applies to the site also, and in the end it must come to the War Office, because under the present regulations, very properly I think, the site has to be approved by the Army Sanitary Committee, who have to see that it is perfectly satisfactory as regards drainage, water supply, aspect of the buildings, and everything else that concerns the health of the troops.

6314. Then you would not trust the medical officer?—I do not think the Generals would wish it. My experience is that they are always very pleased with our suggestions, and ready to acknowledge the advantage of them and to apply them. It is very rarely that they wish to override a suggestion made from the War Office. I do not think that practically it gives any difficulty; it does not really cause much delay, and when you remember that the barrack has got to last at least a hundred years, I think it is very desirable that it should be carefully considered before the site is finally settled.

6315. But the General Officer Commanding would have all this technical assistance in the way of Royal Engineers and Army Service Corps. Would he not be strong enough working with them all together to settle such a thing?—I wrote a short memorandum on that subject, if I might read it; it is very short. "1. Permanent barrack buildings: (1) Have to last for several generations, say for at least 100 years; (2) Cost a great deal of money; (3) both as regards siting, scale of accommodation and design. They exercise an important direct influence on the troops as regards: (a.) health; (b.) comfort and contentment; (c.) discipline and training; (4) and indirectly on recruiting. 2. Moreover, as Establishments" (and this is a very important point) "are constantly changing, the standard of living in civil life constantly rising, and technical requirements and conditions constantly altering, it follows that in all schemes for permanent buildings it is essential to provide for inevitable—but to a large extent unknown—alterations and additions in the future. Therefore, in addition to a thorough knowledge of existing conditions, the possession of the power to intelligently anticipate events before they happen—in other words, an ordered development of the imaginative faculty—is also necessary to the best results." This we find by practical results, that in some of the old barracks that were designed without looking forward to the future, we have the greatest difficulty in making additions; therefore in all modern barracks we are always looking ahead to what may be wanted to do 50 years hence. "3. It follows from paragraphs 1 and 2 that, in the interests of the Public Service, the most careful consideration—by many different minds looking at the problem from different points of view—is required before commencing the building of permanent barracks and that any undue haste is much to be deprecated. 4. It is natural, no doubt, that those who feel daily the pinch caused by the want of the proposed buildings should give great

*Col. C. M.
Watson,
C.M.G., R.E.
—
27 Feb. 1901.*

Col. C. M.
Watson.
C.M.G., R.E.
27 Feb. 1901.

"weight to the argument that speed in providing the accommodation is essential, but it is at least probable that this very feeling renders them less likely to give due weight to the other, and not less important, conditions of the problem. And experience of human nature makes it more than probable that those individuals who most vehemently complain of delay are mentally so constituted as not to be able to see fairly all sides of the question—in other words, they are not best fitted to be vested with the uncontrolled power of committing the War Department in regard to permanent barrack building schemes." That is my own view of it.

6316. Then you would not consider the General Officer Commanding, with this advice at his elbow, competent to settle such important questions?—We had the very case at Malta. We had one General Officer Commanding, with one Commanding Royal Engineer, absolutely certain that one site was the best, and their successors in favour of another.

6317. But in theory, you might have one Inspector-General of Fortifications taking one view, but his successor taking the opposite view?—I think not, because there is a continuity in the office more than there is at the Station. In the case of the Malta Barracks, and the one General Officer Commanding, and the one Commanding Royal Engineer, I went to the place, and the Commanding Royal Engineer, and every one was absolutely certain that it was the best site. Then another General Officer Commanding goes out, and within two months of arrival at the Station, he is absolutely certain that another place is the best site. I must say, that I do think it is advisable that the War Office should have the power of deciding on the merits of the case.

6318. You went out and took one view?—I still think that the first site was the best, but I am not responsible, of course, in any way.

6319. But your successor might not take the same view as you?—I do not think that troubles me, because we have all the arguments; but I say it is an open question; it is not my business.

(The Secretary.) As a matter of fact, you had to accept the second General's view; you had no influence.

(Witness.) No, I had no influence at all; I had nothing to say to it.

6320. (Mr. Gibb.) Wherever differences of opinion are possible, differences of opinion will occur?—Yes, and therefore I say in the case of selecting a site for a large Barrack, the more heads you get to bear upon it the better, because you get the different points of view.

6321. But I am merely meeting the point in that answer. Supposing that the General Officer Commanding selected the site, subject to its being found satisfactory in regard to the matters you name?—That is what happens; he selects the site subject to its being found satisfactory, and he sends it home to the War Office.

6322. If that be so, ought not the answer to be that, in point of fact, at the present time the General Officer Commanding does decide upon the site?—He selects the site; he has it reported upon by the Board, and decides upon the site, and all he sends it to the War Office for, is to know if the War Office will approve of it; and in many cases the site proposed by him is approved.

6323. But when he sends it to the War Office to know if they will approve, they may before approval go into the matter *de novo* from the very foundation; they may not confine themselves to seeing that the requirements you name are possessed by the site?—That is all that is done. All we want to see is that the requirements are properly carried out, and, as I say, in a very large number of cases, the sites proposed by the General are accepted without question; but I think it is advisable that the War Office should have the power of seeing what site the General has accepted, and agreeing to it, and if there is some definite reason against it, stating the reasons to the General.

6324. Would it be difficult for you, taking a period of say ten years, to put down the proposals for sites by General Officers Commanding, with the date of proposal and the date of ultimate approval by the War Office?—No. This could easily be done.

6325. But your evidence now apparently is that no appreciable delay does in fact take place in approving

the General Officer Commanding's suggestions in nine cases out of ten?—That is so.

6326. Can you give us some statistical evidence of the correctness of that?—I could give you many cases.

6327. Over a selected period?—Yes.

(The Secretary.) You might select the period of the loan.

(Witness.) It will be a very large number of cases; I do not think you realise how many cases it will be.

(The Secretary.) But there are not a large number of important cases, are there?

(Witness.) Yes, a great many.

6328. (Mr. Gibb.) Could you do it by taking the cases where delay over a certain period had occurred?—My argument is that there is very little delay.

6329. We want to see some proof as to the statement?—I could easily do it.

6330. Because we get an impression on the one side that there is a very great delay, and we get a statement on the other side that there is no delay, and the only way to test that is to get evidence of particular cases?—I might refer to the case that I spoke of yesterday, the Goojerat Barracks at Colchester. There the General Officer Commanding selected a site for the barracks near Gosport. That was considered for a certain time, and then the War Office, wholly independent of the General Officer Commanding, decided that the barracks were to go to Aldershot.

6331. But special cases in which there are differences of opinion and peculiarities do not help one to see the general working of the system; there will always be in any system special cases?—But I think I will be able to show that in the majority of cases there is little delay, and we only hear of special cases.

6332. (Chairman.) Do you happen to know about one case we have been told about, that in Hong Kong the question has been going on now for some 10 years or more?—As regards what point?

6333. As regards the construction of the hospital at Hong Kong?—The last delay was entirely due to the action of the local officers of the General. It is a very interesting case, that Hong Kong case. The site was proposed by the General and approved.

(The Secretary.) I have a memorandum about that case: "G.O.C., 13th March 1889, proposes two alternative sites, upper and lower, for hospital, lower most suitable.—I.G.F., 30th May, concurs, but valuation to be made.—C.-in-C., 28th June, requests G.O.C. to furnish plans, &c.—G.O.C., 9th October, furnishes skeleton plan.—C.-in-C., 5th December, asks for detailed plan, and requests G.O.C. to approach Colonial Government, who had already objected in letter of 25th January 1889.—G.O.C., 22nd January 1890, reports that Colonial Government has withdrawn its opposition, and that it prefers upper site, which G.O.C. now considers more suitable—it being understood that arrangements shall be made to prevent contamination of water-supply.—I.G.F., 7th April, states that site already approved should be adhered to" (that is a case where you apparently overruled the General Officer Commanding), "and that plans should be proceeded with.—G.O.C. (new man), 21st August, states that (1.) Plan of upper site (which is forwarded) was nearly completed on receipt of War Office letter of 7th April. (2.) Serious objections to lower site, owing to conformation of ground," and so it goes on.

(Sir George Clarke.) He had previously recommended the lower site?

(The Secretary.) Yes, he had previously recommended the lower site as most suitable.

(Sir George Clarke.) And then he took up the upper site, and then argued strongly against the lower site?

(Witness.) You will probably find that there was a change of the General Officer Commanding.

(The Secretary.) That is so: That brings you down to 1890.

(Witness.) Then you might come to the point when the money was voted. There was no money provided for the hospital till the loan of 1897; notwithstanding all the discussions we had nothing to build it with.

(The Secretary.) Finally: "G.O.C., 21st January 1899, points out delay of ten years, that plans have

"been in preparation at War Office since 11th April 1895—that those which have been received are unsuited in many ways to local conditions."

(*Witness.*) Might I make a comment upon that point, because that is the gist of the whole delay? The General Officer Commanding sent in a site plan, which was approved by the Army Sanitary Committee, and the General Officer Commanding asked that the plans for the hospital should be prepared at the War Office in accordance with that site plan. The plans were proceeded with and finished at the War Office. When they were sent out to the Station it was found that in the meantime the General Officer Commanding had cut down the whole site and completely altered it, so that the buildings in the plans sent out would not fit on it. We designed the hospital to suit the ground, and one idea was that it was a very good thing to keep the natural formation of the hill, and build the hospital buildings on the slope of the hill. The General Officer Commanding (I do not know really yet why) decided that to build a big building like this you must have a flat site. He cut down the whole of the hill, and then when the plans went out he complained that our plans would not fit his site. I cannot think that the War Office was to blame in that case.

6334. (*Sir George Clarke.*) I understand your point to be that all this preliminary procedure was of no account, because the money was not provided; so you can strike out everything until the money was provided?—Yes.

(*The Secretary.*) Was not the money taken from time to time in the Estimates?

(*Witness.*) No, it was struck out.

6335. (*Sir George Clarke.*) That is to say, the Inspector General of Fortifications had put it in his Estimates, and it was struck out?—Yes.

6336. (*Sir Charles Welby.*) Is it quite certain that if it had been known by the higher authorities that you were really ready to proceed with the building it would have been struck out; would it not, on your own admission, be struck out because you were not ready?—No, I think it was struck out for other services.

6336A. And for other Services in a more forward stage?—Because, as a rule, the Services do not get into a forward stage until the money is voted.

6337. (*Sir George Clarke.*) There is no question as to the state of preparation. You mean that when Services are put forward, it is a question of the relative importance of the Services?—Yes, it is the relative merits of the Services. I think the Secretary will agree.

(*The Secretary.*) Yes, that is so.

6338. (*Mr. Gibb.*) But surely you would not put into the Estimates a work that you know cannot be ready for commencement for say a twelvemonth?—In this case the plans were well advanced, of course.

6339. You say that the putting it in the Estimates had no reference to whether the plans were ready?—No.

6340. My question on that was: Do you mean that a work would be put into the Estimates, if the persons deciding the question knew that the plans were not ready, and that the work could not be commenced for, say, a period of twelvemonths?—Yes.

6341. Although no money could be spent upon it?—It must be so, because it is so uncertain what money will go into the Estimates.

(*The Secretary.*) What you probably do is, you put the Service in the Estimates, and take practically no money for it.

(*Witness.*) That is to say, the Service does not get in. I speak under correction, as I have nothing to say to the Estimates myself, but I believe that the insertion of a Service in the Estimates, depends on what is considered the relative merit of that Service, not on the question of whether the plans are ready.

6342. (*Mr. Gibb.*) Let us be clear whether we use the word Estimates in the same sense. I mean the Estimates finally submitted to Parliament to be voted; I do not mean the Estimates prepared for the Inspector-General of Fortifications?—But the Estimate submitted to Parliament, is always simply an approximate estimate made before the plans are drawn out. That is to say, in the case of a hospital for 100 beds, say, the estimate in ordinary cases that would be submitted

to Parliament, would be 30,000*l.*, because we know by experience that hospitals cost about 300*l.* a bed.

6343. But somebody proposes the estimate?—Yes.

6344. Who proposes the works to be included in the Estimate?—The General Officer Commanding proposes them.

6345. Somebody ultimately decides which works are to be included in the Estimate submitted to Parliament?—The Secretary of State.

6346. In deciding what works are to be ultimately included, do you mean that no consideration is given to the question whether a particular work can or cannot be commenced within the Parliamentary year?—I should hardly like to answer that question, because I have not sufficient experience.

6347. (*Sir George Clarke.*) It would be quite impossible to bring every Service proposed for the Estimates in an advanced state, ready for starting?—I think the proposals from the General Officers Commanding for the Estimates for the year, generally come to about ten times as much as is included by the Secretary of State; therefore, as a fact, the estimates and plans are never prepared until the Service has been voted.

6348. (*Sir Charles Welby.*) But, as a matter of fact, when the Inspector-General of Fortifications has been told the limit within which he must keep his estimates, he would naturally in choosing what he must weed out, weed out those services in respect of which you were not prepared to go on at once, and press those services that were ready for action?—Yes, I think so.

6349. And those that were not ready for action, would probably drop out year after year in that way?—Yes, but I think it is advisable to look at the papers; because I know nothing of what happened until it was included in the loan of 1897; then it was handed over to me, and we were told what was the site plan, and we were to finish the plans and get on with the work. But the real delay in that case was due to the fact that the local officer had altered the site, and did not seem to realise that we were preparing the plans for the site as originally approved.

6350. (*Chairman.*) Does not that show that there was some want of communication?—Yes, I think it does very strongly; but it shows strongly, to my mind, that you cannot always trust the local officers.

(*The Secretary.*) Might I go on with the story from 1899, because there seemed to be funds after that date?—I.G.F., 2nd March 1899, forwards site plan to suit changes reported by G.O.C., 8th October 1898.—G.O.C., 11th April, replies, generally concurring and forwarding Board proceedings—A.S.C., 13th June, approves generally.—W.O., 21st July, informs G.O.C. of approval, with modifications.—G.O.C., 26th August, replies to modifications, and urges original proposals.—W.O., 20th October, approves G.O.C.'s proposals, that is to say, gives up the modifications arranged for before.—G.O.C., 18th December, forwards plan with detailed arrangements for completion of site.—W.O., 27th April 1900, approves. There seems a lot of time spent backwards and forwards, giving really a formal approval.

(*Witness.*) But there was no delay; we were going on with the plans.

(*The Secretary.*) But it seems unnecessary to take up all this time sending communications backwards and forwards and finally getting approval.

(*Witness.*) But it was absolutely necessary that we should know what the General Officer Commanding recommended and we finally agreed to it.

(*The Secretary.*) "W.O., 8th December 1900, suggests modifications as to site of mortuary to be reported on by Board of Officers, involving rearrangement of 'Coolies' Block and Warrant Officer's quarters." So we are still in communication about it apparently.

(*Witness.*) And will be for some time to come. We have had the money now, and if it had not been for this unfortunate occurrence of the change of the nature of the site, I suppose the hospital would be nearly finished by this time.

6351. (*Chairman.*) But you still look forward to this going on for some time?—Yes. We are doing our best to get on with it.

6352. How long will it take before it gets forward?—I could not say; I should have to refer to the General,

Col. C. M.
Watson,
C.M.G., R.E.

27 Feb. 1901.

Col. C. M.
Watson,
C.M.G., R.E.
27 Feb. 1901.

he has got the plans now, and I believe is going on with it.

6353. (*Mr. Beckett.*) Who will ultimately decide in favour of this site?—It is settled now.

6354. In favour of which site, the upper or lower site?—We finally got the original site that the original General Officer Commanding recommended.

6355. It was brought back to the original site that was recommended 10 years ago?—Yes.

(*The Secretary.*) Practically, you always do accept the General Officer Commanding's recommendation, whether it changes or not?

(*Witness.*) Not always.

6356. (*Sir Charles Welby.*) But the main question being settled, could you not leave such subsidiary matters as the exact site of the Mortuary and the Coolies' Block to the General Officer Commanding?—We would have left it absolutely to him, as we would in most cases; but in this case we were making the plans and had to know what site was finally settled, or we could not make the plans.

6357. (*Mr. Gibb.*) You must have a survey?—Yes, especially in a place like Hong Kong, where there is very hilly ground. The General Officer Commanding had specially asked us to lighten the work of the Station by preparing the plans; we were not going against him; all we wanted was to find out what site he had decided upon.

6358. (*Chairman.*) You have had the money now since 1897?—Yes.

6359. To come to your own office, you never have any difficulty at any time in ascertaining how your expenditure stands with regard to the progress of your vote?—No, we can tell it every day; I keep it up every day.

6360. I understand you keep a ledger, on one side of which the Inspector General of Fortifications enters the authorisations to spend money?—Yes.

6361. And that money you consider is gone?—Yes, unless at the conclusion of the Service some saving is reported.

6362. And on the other side of the ledger, the Accountant-General's Branch, who absolutely give the last authority, write in the bills?—Yes, and if they find at any stage, of course, that the totals of the bills appear to come to more than the total of the authorisations, they at once bring it to our notice.

6363. But my point is that as regards the progress of your expenditure, by looking at the authorisations, which you enter yourselves, you can at once tell where you stand?—As a fact we do not get the way in which we stand from the ledger; we get it from what we call the Authorisation Book. I found that in order to be able to tell at any moment how we stood, it was advisable to introduce rather a new system, and that was a system of cheque books. We have a cheque book for each head of the loan with a counterfoil, and on the cheque, as it were, that goes to the General Officer Commanding is entered all the information about what is authorised for that service; then on the counterfoil is entered the duplicate of the information, of course. This is a copy of the form (*showing same*).

6364. You could get that from the ledger?—Yes.

6365. But this is a summary of the ledger?—Yes, a summary of the ledger, except that it is brought up to date daily.

6366. You always know where you stand as regards the progress of your vote?—Every morning I know exactly how much money has gone out.

6367. As regards the certificates that come up from the Commanding Royal Engineer, do you find that those are generally satisfactory?—I think so, so far as I know. There are two certificates: I thought I would bring them over to show you (*exhibiting the same*). That is the case of a bill, that is the final bill on a service that is not a very large service, of about 19,000*l.* The contract amount is given on the first page of the bill and anything that is due for additions. This makes the total amount due to the contractor 20,000*l.*; then these are the amounts paid to him, in accordance with the contract, on account from time to time.

6368. As the work is gradually completed?—Yes; and this is the final bill paying him the balance; in the final bill are entered all additions and subtractions.

6369. Where is the certificate?—It is at the end. These are all the additions and subtractions that occurred in the progress of the work. That is a summary of the additions; that is a summary of the deductions, which leaves the net cost of the additions.

6370. (*Mr. Beckett.*) Who checks all those additions and subtractions?—They are all measured by the Surveyor of the station; then the contractor on his final bill sends a certificate to say that he has no further claim. This certificate is signed by the Surveyor, the Foreman of Works, and the Engineer Officer in charge of that particular job. Then on the outside of the bill it is signed by the Commanding Royal Engineer. You see there are three sets of ticks here; the first tick is done at the station where the items, are checked after the Contractor has sent in his bill.

6371. Checked by whom?—A Surveyor. Then the bill comes to the Finance Branch and it is registered; there is a register number given to the bill in F. 8. Then F. 8 passes the bill to F. 3.

6372. (*Chairman.*) What does F. 8 do with the bill?—He simply at that stage registers it. Then they send it to F. 3, which is another branch of the Accountant-General's Department, which checks the multiplication to see that that is correct. Then it is passed to us and our Surveyors check it again to see that all the prices are rightly entered, and that the services are rightly performed.

6373. They check it?—They check it professionally.

6374. With the contract?—With the prices in the contract.

(*The Secretary.*) Would you call that a professional examination?

(*Witness.*) It is absolutely professional.

(*The Secretary.*) To see that it agrees with the contract price?

(*Witness.*) It is more than that; you have to see that the items are rightly described.

(*The Secretary.*) With regard to checking the price, the Accounts Branch do that in the case of every bill.

(*Witness.*) Yes, but not to see that the items are right. Sometimes it occurs that in a bill an item is wrongly described, and it is charged to one item in the Bills of Quantities when it ought to be charged to another item. In this particular case we passed the bill without remark. We pass it back to F. 11, and they pass it to F. 8.

(*The Secretary.*) To the branch that actually draws the cheque.

(*Witness.*) And there is the stamp to show that the cheque was actually issued and that is our stamp. That is a simple case of a bill, because there was no criticism.

6375. (*Chairman.*) Now, if there was a criticism?—Then we send it back with these forms (*handing in the same*).

6376. (*Mr. Gibb.*) What I would like to know is what the Surveyor in your office does when he checks the bills. He has before him the figures, which are the result of measurement certified by the local Surveyor?—Yes.

6377. Does he go behind those figures?—No, not as regards the measurements.

6378. He accepts them?—He must accept them, but he checks the items—that is to say, supposing you put in a certain kind of stone work at 2*s.* 6*d.* a foot, and our Surveyor goes to the contractor's bills of quantities and finds that the contractor has put it in at 2*s.* 3*d.*, he calls attention to this.

6379. That is merely comparing the price charged with the contract price?—Then sometimes they describe it incorrectly. There is an instance of where we sent it back, where nearly all the corrections were mistakes in computation. If there is anything that is wrong in the bill we send it back with these corrections.

6380. (*Mr. Mather.*) Do you send it back from your office because of the computations being wrong?—Yes.

6381. You check the computations?—The computations are checked by the Accountant-General's staff, and we check it professionally to see that the description of each item is correct, and to see that the price is correct.

Col. C. M.
Watson,
C.M.G., R.E.
27 Feb. 1901.

6382. And professionally you discovered that these computations were wrong?—No, that is the Accountant-General. We sent back all the observations together.

6383. (*Mr. Gibb.*) It is the professional check that I want to follow out a little?—Here, for instance, is the professional examination (*describing the same*).

6384. That is an exact case. The bill of quantities would have a different price for the brickwork in mortar and in Portland cement?—Yes.

6385. But supposing that you had a local certificate that you had so many yards of brickwork in Portland cement, would your Surveyor go behind that?—Yes, if he thought it might be a mistake. Very possibly, taking the brickwork in that situation, it might have been put in mortar.

6386. (*Chairman.*) That would be his professional knowledge?—His professional knowledge would show him that, and he asked, "Was it in Portland cement, or in mortar?" and the answer was, "It was in Portland cement."

6387. (*Mr. Gibb.*) Perhaps it had not been stated there whether it was in Portland cement or in mortar?—No.

6388. But if it had been stated you come to the bill?—Then probably he would have passed it without question. He would accept it. Here is another, an item for day-work. In that case we requested that the time sheets might be sent to the office, and that they might show the nature of the work more. The reply to that is that they send the time sheets and explain the nature of the work.

(*The Secretary.*) That query might have been raised by anybody.

6389. (*Mr. Mather.*) But surely there cannot be the remotest value in what you are now describing. This sheet comes to you from the local Surveyor. The local Surveyor is the only man who knows anything at all about it, plus the Commanding Royal Engineer and the Clerk of the Works. What can anybody in your office know about it?—I should be very pleased if the matter were to end at the station.

6390. You have already had three or four individuals on this matter checking all the way through since the work was done. First of all you have the contractor, who gives you the bill setting forth the items; then you have the Clerk of the Works looking at it and saying it is correct, the work executed. Then you have the Surveyor, who is a trained Surveyor, I understand, of course a competent man?—Yes, exactly the same as our Surveyors at the War Office.

6391. Yes, a member of the Institute, and so on, having his professional reputation to keep up?—Yes.

6392. And he goes through the bills then to see that the work has been charged out according to the schedules for brickwork in cement or mortar; he goes through the whole of it, and certifies to the Commanding Royal Engineer that the work is correct according to all those particulars; the Commanding Royal Engineer, from his local knowledge and from observing the work, again testifies to it, and finally the whole is endorsed by the General Officer Commanding, and then it comes to you. In any business arrangement that I am acquainted with, a check of that kind would be regarded as absolutely more than is required for the work to be right; and why you should in your office go through what appears to be a rather clumsy process I fail to see. I see no practical advantage in it in any shape or form.

6393. (*Chairman.*) I understand that you would be amply satisfied with the Commanding Royal Engineer's certificate?—Yes, I think so. My opinion is that I would leave it entirely to the station, and let them pass the bill.

6394. (*Mr. Mather.*) I may say that I have examined very carefully into the question down at Portsmouth, where so much fortification and barrack work has been done of late years, and have gone through the whole process there, and I cannot get beyond what they do; it seems to me absolutely final?—I might mention that in the case of Foreign Stations that is exactly what is done, and my feeling has always been that our Home Stations ought to be put on exactly the same footing as Foreign Stations.

6395. (*Chairman.*) That is to say, you would accept the Commanding Royal Engineer's certificate, plus the

possibility of inspections?—I should have inspections, and I should also take a certain number of bills now and then and have them checked.

6396. You would still do that?—I think it would be advisable.

6397. (*Mr. Mather.*) Take Gibraltar; four millions are being spent there now?—Yes.

6398. I suppose that has all gone through your department?—No, largely by the Admiralty.

6399. That is done on the spot?—I believe it is done on the spot. My own personal feeling is entirely in favour of doing it on the spot.

6400. (*Chairman.*) How many Surveyors do you employ doing this work which Mr. Mather thinks is wrong?—I think we have two, but I would like to be certain before I answer.

6401. It is not a large staff?—No, but personally I quite agree that it is a waste of time and money. That bill, I should say, might have been paid at the station without any one raising any questions, and the contractor would have got his money quicker.

6402. (*Mr. Beckett.*) Who appoints the local Surveyor?—He is a permanent man.

6403. Who appoints him?—He is appointed by competition through the Civil Service Commission.

6404. (*Chairman.*) Quite so, but we want your opinion?—My opinion is that it is entirely unnecessary.

6405. (*Mr. Mather.*) You have already told us that before the matter comes to you there are two Departments, two financial Departments I understand, that it goes through?—As I thought I might be asked that question I have got the exact course. I ought perhaps to show you that too. When the contract is finished that is what comes in to us (*handing in a document*), and when the bill is paid that is the total amount that comes to us. Of course the question whether it would be possible to pay the bills at the stations is a Paymaster's question.

6406. (*Chairman.*) That is quite another question?—That would save a great deal of delay to the contractor.

6407. (*Mr. Mather.*) You mean to say it would save him waiting?—Yes, it would save him waiting.

(*The Secretary.*) There is no proposal to pay bills for large amounts at the stations.

(*Witness.*) That of course is not our business at all, but they are paid at the stations abroad.

6408. (*Chairman.*) There is not much delay in paying the bill at the station or in London?—No, they get a cheque. In that bill I notice it was two days only from the time the bill was passed until the cheque was issued, but so far as we are concerned for our own work, that is what we always want at the end of a contract (*handing in a document*). That shows us how much has been paid; that is the final account.

(*The Secretary.*) But that is not with regard to the accuracy of the accounts, but only to know how you stand—how the money is expended.

6409. (*Chairman.*) As regards precipitate expenditure at the end of the year owing to the system of returning unexpended balances, I think you told me that that was a matter on which Colonel Bagot would speak with more advantage?—We have no end of the financial year in dealing with Loan Services, so we are quite absolved from that difficulty.

6410. Then we will not trouble you on that subject?—It is one of the greatest advantages of the loan system of working that there is no 31st of March.

6411. (*Mr. Mather.*) Does that cover also the expenditure for all items under the 2,000*l.* limit?—On loan.

6412. The loan goes down as far as that?—The loan goes down to anything that is charged to loan.

6413. On works?—On works. That return is of the works carried out under the Barracks Act, which shows that there are a great many under 2,000*l.*

6414. (*Sir George Clarke.*) To go back to the Registry for a moment, I understand that there is a special branch of the Central Registry in the Horse Guards, so that in the case of that Registry I suppose you can get the papers immediately?—I do not think you can get them as quickly as we should; I do not think they are always put away in a manner in which they can be

Col. C. M. Watson, C.M.G., R.E.
 27 Feb. 1901.

arrived at quickly. I am under the impression that they are not now arranged as they were formerly, by stations; it would save a great deal of delay in getting papers if they could be pigeon-holed by stations, and I am under the impression (I speak under correction) that they are now put away by the Registry number—I forget what they call the new number—and it sometimes takes three or four days before we can get a paper out of the Registry.

6415. Then I think you said that you had made proposals for a general reform of the Registry?—Yes.

6416. Now, what became of those proposals?—I should think it must be a year ago that I gave them to Sir Ralph Knox. I suggested that we should go into the question, and see if we could not hasten matters a little.

6417. And you never heard any more of the question?—No, I do not think he has had time to take it up.

6418. Is any time lost in getting your letters written?—Sometimes.

6419. Have you your own type-writers?—No, the type-writers at the Horse Guards belong to the Central Branch.

6420. Then you have to send your letters to the Central Branch?—Yes.

(*The Secretary.*) You have type-writers in your building?

(*Witness.*) Yes, but they are not under us.

6421. (*Mr. Gibb.*) Do you mean the machines or the boys?—The young ladies are under the Central Branch; I would prefer it if we had our own, and managed it ourselves.

6422. (*Chairman.*) If you sent up a letter to the young ladies, they would type it for you at once, would they not?—Sometimes we have delays, I know.

6423. (*Mr. Mather.*) Do you send it over from the Horse Guards?—No. There is a type-writer subdivision at the Horse Guards. I can tell you what does cause delay sometimes, and that is that work is sent over from Pall Mall to be type-written by our type-writers. I think it would be more business like that each branch should have its own type-writing arrangements.

6424. (*Chairman.*) Supposing you were at all slack in your branch, the young ladies might be unoccupied for the moment?—I have not known the time that we have been slack in the last 10 years. There would be no difficulty of that sort; we have plenty of work. I would not propose that each sub-branch at the Inspector-General of Fortifications' Office should have a type-writing branch, but that there should be a type-writing branch belonging to the Inspector-General of Fortifications' Office, and under the Inspector-General of Fortifications.

(*The Secretary.*) But there are practically no other branches in that building except those of the Inspector-General of Fortifications. Can the type-writers be used by anybody except the Inspector-General of Fortifications' staff?

(*Witness.*) Yes; sometimes papers are sent over from Pall Mall.

6425. (*Mr. Gibb.*) If you write a letter this morning which you want to go by to-night's post, have you got to send it to the Type-writing Branch to be written out?—I think the present system works all right as regards that, and generally we get them back quickly.

6426. You do send them to the Type-writing Branch?—All our letters go to the Type-writing Branch.

6427. (*Mr. Mather.*) Do you always write out in full a letter, and then send it to the Type-writing Branch?—Generally.

6428. Write it out by your clerks?—Yes.

6429. You do not have it taken down in shorthand?—No, it would be a great help to us if we could have it taken down in shorthand.

6430. But you do not dictate it?—No, we simply have to write the draft; either myself or my assistant as a rule writes the draft; and then we send it to the other department to type for us. It is much better at the stations that they should get the letter in type than ordinary writing.

6431. Where does the economy of time come in if you first write it out yourselves, and then send the

written copy up to be type-written?—Because we want three or four copies.

6432. But you save no time by dictating?—No.

6433. But as between yourselves and the type-writers, you save no time by dictation in shorthand?—No, except that it is rather shorter dictating than writing out at times.

6434. But you do not dictate, that is my point?—No, because as the type-writing is not done by our own clerks, it is necessary to send in long hand to the type-writers.

6435. (*Sir George Clarke.*) Mr. Gibb yesterday raised the point that the Inspector-General of Fortifications' functions should only come into play when the Quartermaster-General has put forward a definite statement of the accommodation required. I want to ask you whether you do not think that unless somebody pressed for definite answers to those questions, there would be long delay before the thing in complete form emanated from other departments of the War Office?—I think theoretically it ought to come from the Quartermaster-General, but I think practically, as we know when we have the money, it is quicker starting the thing in our branch. I think there is a saving of time.

6436. You think there is a positive saving of time in your starting a question and following it up, I suppose, until you get a definite answer?—I know that there is 100,000l. put in the loan for building a barrack; theoretically, I ought to write to the Quartermaster-General and say, "I have 100,000l. to build a barrack; who do you want to put in it?" and the Quartermaster-General would then have to write down to the General and get his ideas, and discuss the question with him, before replying. What actually happens is this: I save one stage, because I write direct to the General and ask him to make a suggestion, and then he sends in the suggestion in this form (S. 1) and I send it to the Quartermaster-General.

6437. (*Mr. Gibb.*) Surely a great deal of that might have been done before it got into the loan?—Oh, no, everything is constantly changing; if we propose a barrack this year, and do not get the money for five years, the accommodation would be different, and the type of barrack would be different.

6438. (*Sir George Clarke.*) And the organisation of the Army might be different?—The organisation of the Army might be different; the units of the Army are never remaining constant. I can give a good illustration to show the alteration caused by an alteration in the units; it is the same Colchester case. When it was finally settled to build the barracks at Colchester, we had just finished another Infantry Barracks at Colchester, and I was in hopes that we could use the same plans, and go on at once; but just as we were going to do that a new order came out to say that 80 men were to be added to every battalion in the British Service; and a barrack that will hold 720 men would not hold 800; and it would not do to simply build a new barrack block for 80 men, because then you would have the companies split up. So we at once re-designed the barrack block and arranged to take the new number of men. We had hardly finished those new plans for the new type of barrack block when a new order came out that all new barracks were to have dining-rooms. That necessitated a complete third re-drawing of the plans. We had to make it so as to take in the dining-rooms, and to make some other alterations that had been introduced in the organisation of the barracks; and the bills of quantities of course had to be taken out again. We had, as it were, to start quite afresh. The General Officer Commanding the District, if he had made the plans, would not have known of all these changes of organisation. I only instance that that as a case showing that we cannot start at once and say, we have to build a barrack and that is all about it.

6439. (*Mr. Gibb.*) Does not the story that you have just told us point to the desirability of the people responsible making up their minds what they wanted before time is expended by the Inspector-General of Fortifications on the details of the plans?—But we hurry it on by trying to press them to make up their minds; that is what it really comes to.

6440. (*Sir George Clarke.*) What you mean is that if a question is being threshed out between three Departments, with nobody trying to get an answer, the time

might be longer than now?—Yes, we have much interest in trying to get it settled.

6441. (*Colonel Miles.*) Not more than the Quartermaster-General, have you?—We have as much interest as he has.

6442. But he may have troops waiting to be housed?—Yes.

6443. (*Sir Charles Welby.*) So far as you are hampered by changes of policy, that is inevitable?—That is exactly the case that is going on about the barrack at Malta, the Pembroke Barrack there. I wrote the other day to know how many quarters for married soldiers we were to build. The Quartermaster-General put it to the Adjutant-General, who said it was quite impossible to say, and the Quartermaster-General wrote back to say it is quite impossible to say how many quarters for married soldiers are required. I thought it best under the circumstances to build some. We do not know whether it is the right number; I know, indeed, it is less than the right number.

6444. (*Colonel Miles.*) And the same at Aldershot; you over-built?—That is really due to changes.

6445. (*Sir Charles Welby.*) That is unavoidable?—Yes.

6446. You are affected by those questions of military policy respecting barracks, which are settled by the Army Board, that is to say?—Yes, and what we try always to do is to get the latest idea and live up to it; but I think it does save time that we press for a decision as to what is decided rather than wait to be told.

6447. (*Sir George Clarke.*) You have read Mr. Bull's paper, and you know his proposal to make a professional examination of bills in the Accounts Branch?—Yes.

6448. Short of having an independent person under the Accountant-General, an independent expert in every district, if you have a case, say, like that of Obereite, which may have to be put in to a greater extent than was originally anticipated and provided for, there is no possible check on that, is there, except by an expert, the inspection being on the spot when the thing is being done, because it gets covered up afterwards?—Absolutely none; our check is the signature of the Bill.

6449. Therefore, if the Accountant-General were to take over the work, he must have several experts in every district?—He would have to duplicate all our staff.

6450. It has been suggested to us that barrack buildings might be transferred to the Office of Works; is it the fact that barrack work is so technical as to require a specially trained staff, and that that staff must be in touch with the life of the Army?—Absolutely.

6451. Is it not the case that soldiers, from the General Officer Commanding downwards, are exceedingly particular with regard to barrack detail, and ready to complain of anything wrong?—Yes.

6452. As regards your works, have you had any complaints?—No; I have been very pleased with our work under the Barrack Act; I do not think I could mention a single case, and I am always going about asking for comments with a view of improving; but the troops seem, so far as I can gather, to be thoroughly well satisfied with the barracks that we have provided recently.

6453. Has there been any official inquiry into your works by a perfectly independent person or body?—There have been two official inquiries you may say. Before we had the Barrack Loan, 1890, Mr. Edward Stanhope, who was then Secretary of State for War, thought it would be advisable to get some civil architects to go down to Aldershot and examine our works and buildings; and he sent down, I think, Mr. Creed and Mr. Pilkington; they went down and made a report, and I rather think that their report was presented to Parliament. I know it was very satisfactory; they had practically no comments to make. I might mention that there was a second inquiry before the Loan of 1899. Lord Lansdowne asked Sir John Taylor, who was at the Office of Works, to go down and inspect. He went round to Aldershot, Colchester, and several other stations, and he gave us a most satisfactory report; in fact, he said we were economical, and the work was well carried out. He made some suggestions, but they were for the most part in favour of increased expense. They were suggestions we knew of quite well, but had not intro-

duced because it was doubtful whether we ought to spend the money. We are always trying to keep the money down.

6454. What is your staff for administering the Loan?—I have two Engineer Officers and twelve clerks.

6455. How many buildings have you erected?—A very large number. This return I have here under the Barracks Act shows the works completed under that Act. Under that Act we have erected 1,185 buildings, and reconstructed 153.

6456. How many troops have you accommodated?—We have provided accommodation for 867 officers, 268 warrant officers, 2,525 married non-commissioned officers and men, 24,878 single non-commissioned officers and men, 1,138 hospital beds, 83 nursing sisters' quarters, and 3,843 horses.

6457. (*Sir Charles Welby.*) Under which Act was that?—Under the Barracks Act, 1890.

6458. Over how many years was that expenditure spread?—Practically 10 years. As I explained in my former evidence, the expenditure is always, of course, least in the first year or two; then it goes up to the maximum, and then gradually works down, and now practically we have spent the whole of the Barracks Act Loan. On barracks, not counting lands, we have spent about 3,800,000*l.*, for which we have provided that accommodation. Under the Military Works Loan we shall provide a larger amount of accommodation, because we have more money; but we have not yet got to the stage at which I can tabulate the total amount of accommodation that will be provided, because some of the schemes are not yet settled.

6459. (*Sir George Clarke.*) In carrying out these services at stations, I suppose the Commanding Royal Engineer there is very important to the effective execution of your work?—He is. He is of course really responsible; the General is actually responsible, but he must hold the Commanding Royal Engineer responsible for all professional work.

6460. Does the Inspector-General of Fortifications, as the head of the Works Branch, appoint his own agents at the stations?—I think the Commanding Royal Engineers are appointed by the Adjutant-General, who is advised by the Deputy Adjutant-General; he consults the Inspector-General of Fortifications, but I do not think the Inspector-General of Fortifications appoints.

6461. Has there been a tendency of late to reduce the position of the Commanding Royal Engineer at stations, in regard to his status with respect to the General?—I think there has rather; the Commanding Royal Engineer was formerly on the Staff of the General, and according to the last regulations he is not on the Staff of the General; I do not quite understand his position.

6462. (*Colonel Miles.*) He is attached to the Staff?—He is attached to the Staff, but his position is not as important; it has been rather diminished, I think, in importance by the fact of his being taken off the General's Staff.

6463. (*Sir George Clarke.*) And you think that that will weaken his position at the stations?—Not having been a Commanding Royal Engineer myself, I cannot say, of course, but I do not quite know what his position is now.

6464. (*Colonel Miles.*) It goes back, does it not, to the position he was in before?—No, he was in a better position before, because originally the Commanding Royal Engineer was absolutely responsible for all the works.

6465. You mean immediately before?—Yes.

6466. But there was a change made before that again?—Perhaps I might say what I think was the history of the thing. Formerly the Commanding Royal Engineer was absolutely responsible to the Inspector-General of Fortifications for all questions of buildings, and he corresponded directly with him; his letters did not go through the General at all. That was thought—and I think advisedly—not to be a very good arrangement, and he was then placed on the Staff of the General, and all the correspondence went through the General Officer Commanding; but the Commanding Royal Engineer was really the responsible man. But now of late years the Commanding Royal Engineer has been taken off the Staff of the General, and is not in as good a position as he was before. Therefore the effect of each grade has been apparently to reduce the importance of the Commanding Royal Engineer.

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Watson,
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27 Feb. 1901.

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6467. (*Mr. Mather.*) Is that the same in every district?—Yes, it is the same in every district; it is a matter for the King's Regulations. I daresay Colonel Miles knows better than I do the position in the districts.

6468. (*Colonel Miles.*) I really do not think it makes very much difference; but, as I take it, the present system of attaching him to the Staff, and not making him so fully on the Staff of the General, goes back to the system that was in vogue about 10 years ago, I think?—You mean after he was first put under the General.

6469. (*Sir George Clarke.*) There was a transition period that did not work well at all, I think?—No. If you take, for instance, an important station, say, Bermuda, there the Commanding Royal Engineer is really only a regimental officer, although he is entirely responsible for the whole of the engineer work, and spending thousands of pounds.

6470. And you think that any weakening of the position of the Commanding Royal Engineer as the responsible adviser on important questions of the General Officer Commanding must tend to delay and loss of economy?—I think he ought to be on the Staff of the General Officer Commanding. There is one paragraph in the King's Regulations that, I think, has rather made a difficulty in some stations; it says that the Commanding Royal Engineer is to communicate with the Chief Staff Officer. My own feeling is that, so far as engineer works are concerned, he should have nothing to say to the Chief Staff Officer—that he should be his own Chief Staff Officer.

6471. For engineer works?—For engineer works, and that if the General is away, the Commanding Royal Engineer should be absolutely responsible.

6472. (*Colonel Miles.*) Do you really think that the Commanding Royal Engineer should not be under the Chief Staff Officer?—Certainly; I think it is a mistake.

6473. (*Sir George Clarke.*) Only with regard to works services?—Quite so.

6474. (*Colonel Miles.*) You would separate out the works services from the remainder?—Yes, I would. I think it would be better if the works services were quite apart from what you call the discipline part; so far as that goes, he must, of course, be under the Chief Staff Officer. Perhaps I might explain a little more what I mean. I would say that in a case like Bermuda, supposing the General was not able to deal with any question, there should be no question of the Chief Staff Officer dealing with works, that the Commanding Royal Engineer should sign the letters.

6475. (*Colonel Miles.*) He does?—In some stations he does, but it varies.

6476. (*Sir George Clarke.*) The point being, of course, that you think the responsibility for answers to letters on engineer subjects should rest with the person who has professional knowledge of the matter?—Entirely.

6477. You have had, I believe, considerable experience of administrative work in Egypt?—I was sent out to Egypt when the Egyptian Army was first started, and I was put in charge of the job of reorganising the Egyptian War Office, and, practically, I had the whole of the War Office to organise, that is to say, I had to deal with all questions of buildings, pay, clothing, provisions, stores, and everything about the Army, except recruiting, training, and discipline. Sir Evelyn Wood, who was the Commander of the Egyptian Army, simply used to arrange with me personally what he wanted done, and I was then left to carry it out in my own way. On all questions that had to be discussed with the Minister of Finance—which corresponds to our Treasury—I went direct to the Minister of Finance; we had no intermediary in the War Office between my position and the Minister of Finance. The result was that we got along very quickly and satisfactorily.

6478. Then you have had considerable experience really in administrative work on a large scale, and is it not your opinion that the real defect of the War Office system, putting aside all details, is that no one is allowed to do his own work and to be held to be responsible for it without being checked and controlled by a large number of other people, and that the result is a great waste of time and no gain of economy; is not that your general broad view of the situation?—Yes, I think broadly that is quite correct. I think it would be better if the Inspector-General of Fortifications was

told, "You are given so much money by Parliament to provide barracks," and then the Inspector-General of Fortifications was allowed to provide barracks. All we want is to be in the same position as the Director of Works at the Admiralty.

6479. The Director of Works at the Admiralty is practically in that position?—Yes, he is.

6480. That is to say, he makes his own contracts?—Yes.

6481. And, as I understand, he even buys his own stationery?—I do not know whether he buys his own stationery; but I believe that he provides his own printing.

6482. Therefore you regard him in carrying out his duties as very much less hampered than the Inspector-General of Fortifications is?—There is no question of it.

6483. (*Sir Charles Welby.*) When you say that he has his own money to spend, he is not given a lump sum to spend, any more than the Works Department here is?—No, he has to show how the money is to be spent, of course; but once it is arranged how it is to be spent, he is not interfered with further.

6484. But he is under the constant control of the Financial Secretary to the Admiralty, I imagine, to secure that he spends the money on the services for which it is voted; he cannot spend the money as he likes, any more than the Inspector-General of Fortifications can?—No, that is the last thing in the world that I should advocate.

6485. (*Sir George Clarke.*) Your point is that during construction of a work you should be left alone, the thing having been decided, and a certain sum of money having been allotted to a specific work, the Inspector-General of Fortifications should have authority to spend it straight ahead, without any question?—Exactly.

6486. But you do not mean to resent the after audit which is in the interests of Parliament?—No, I think the more after audit there is, the better. Perhaps I should explain that on the Loans Works I am very much less hampered than on the Estimate Works.

6487. (*Mr. Gibb.*) Is not your answer to Sir George Clarke on the principle that he enunciated a little inconsistent with the previous part of your evidence, where you objected to the General Officer Commanding being given the responsibility in regard to the selection of sites, and wished that the Inspector-General of Fortifications should come in, to some extent, to review and control the General Officer Commanding?—But the Director of Works at the Admiralty is in the same position as the Inspector-General of Fortifications, and the Admiral at the station is in the same position as the General Officer Commanding.

6488. But the principle suggested to you was whether the vice of the War Office system was not that everybody was checked and controlled by somebody else, and you rather adopted that, having previously stated that you thought the Inspector-General of Fortifications should be free from control, but that the General Officer Commanding and other people should not?—No, I think the more freedom you can give to the General Officer Commanding the better. The only thing is that I think the Inspector-General of Fortifications should be the individual who should be responsible as to what freedom was to be given to the General Officer Commanding; the Inspector-General of Fortifications should be the official who should be held responsible, and be exactly in the same position as the Chief Surveyor of the Office of Works, who is the person held responsible; he makes his own contracts, buys his own stores, and engages his own staff; he is in the same position as the Director of Works at the Admiralty. There is no question that the Inspector-General of Fortifications is more in leading strings than either the corresponding official at the Office of Works, or the corresponding official at the Admiralty.

6489. Still it comes to this, that you rather reduce your answer to the proposition that the Inspector-General of Fortifications should be free from fetters, instead of its being a general principle that everybody connected with Army administration should be free from fetters?—You must have somebody responsible. I do not want him to be free from fetters at all. We are bound. After everyone has discussed the question we are told that we have to spend money on certain services. I have the list here (*producing the same*). That is what we are bound by to the Treasury.

We are given so much money for each station. I say that we are not much fettered except as regards the registry and printing, and we are fettered with regard to staff; we have always to go to the Finance Department, if a man has to get 6d. a day more pay we have to get the authority of the Accountant-General.

6490. I liked your principle, but not the result that when it came to application to the Inspector-General of Fortifications you did not carry it out —

6491. (*Sir George Clarke.*) I think you have forgotten the question of contracts, of which we have heard a great deal from you and others. Is not the controlling power exercised by the Director of Contracts a constant source of considerable difficulty and correspondence and delay?—Yes.

6492. Is not the Director of Works at the Admiralty completely free from such controlling power?—Yes. As I say, the things we should like to be freer in than we are at present are such things as contracts, printing, staff, and a few other small matters of that sort. Also that financial control should take the form of post audit.

6493. Going now to a matter of detail, you gave some evidence about the working of the Stationery Department with you. Do you think there is any real economy in dealing through the Stationery Department instead of dealing direct with the printers?—I am very diffident about giving an answer to that question. I suppose we could get it done as cheaply if we went direct to the printers; I have no reason to think that we should not.

6494. Some question arose, did it not, in the India Store Department about passing through the Stationery Department?—Yes, when I was in the India Store Department we used at first to get our stationery for India (of which there is a large quantity) all through the Stationery Office; but the Director-General of Stores agreed that we would do better to do it ourselves; so we put up our packing presses, and made the contracts direct with the paper manufacturers; and I think in the first year we saved 4,000*l.* or 5,000*l.*, and saved an infinite amount of correspondence.

6495. There is one more question that I want to ask you, and that is a question with regard to the Engineer Regulations. Do not you think that some simplification of those regulations is possible. They seem to me to go into details which are quite unnecessary?—I think they might be simplified in some ways; but still it is an advantage having all the information in one book, and when you get to know the book it is not quite as complicated as it seems at first. But possibly they might be improved and reduced in size.

6496. (*Colonel Miles.*) Going back to the sites for a moment, the procedure as to site plans is, I think, that for re-appropriations or for a new building a Board assembles?—Yes.

6497. This Board, I think, consists of four or five officers, does it not; a Field Officer, a Works Officer, a Departmental Officer, and an Engineer Officer?—A small Board would consist of three and a large Board of five. An important Board would be five.

6498. From three to five officers?—Yes.

6499. Some cases occur where these Boards assemble and re-assemble on the same question several times?—Yes, they do sometimes; but it is not very often, considering the total number of sites.

6500. But it does occur?—It does occur.

6501. The proceedings of these Boards are then sent to the Commanding Royal Engineer of the District, are they not?—Yes.

6502. Then to the General?—Yes.

6503. Then from the General to you?—Yes.

6504. Then, if necessary, a further reference is made back again, and, if necessary, the Board is re-assembled?—Yes, it goes back to the Commanding Royal Engineer, because he has to give an account of the financial aspect of the question.

6505. So that a considerable number of officers are drawn into this site question?—Yes.

6506. Although the correct selection of a site is a very important matter, do not you think, on the whole, that the proceeding is somewhat cumbrous?—I think it is cumbersome, and yet it is difficult to see how to avoid it, because the theory is that if you are going to build a barrack for a new unit you want to have an officer of that unit on the site so that he may be satisfied. You

want a Doctor and you want a Barrack Officer. Of course, if you were to leave it entirely to the Engineer Officer who draws out the site plan, they might complain afterwards.

6507. But, to sum it up, might it not be left to the General, he taking such steps to secure the attendance of such necessary officials as might be required?—In many cases we do leave it to the General, but I do not think I would like to lay it down as a general rule that it was to be left to the General. I speak from practical experience.

6508. Passing on to another subject, you have shown that the functions of the Quartermaster-General and the functions of the Inspector-General of Fortifications are closely interwoven?—Yes. very closely interwoven.

6509. Perhaps more closely than those of any other two Departments?—Yes.

6510. Do not you consider that it would be an advantage, as tending to secure responsibility and prevent delay, if the respective duties of each were more clearly defined?—I have often thought that it would.

6511. Do not you think that there is, in default of this definition, somewhat of a tendency in some cases, perhaps, for one to usurp the functions of the other?—I think that a great deal of the success of the work depends upon the two Departments getting on amicably together. Since my time at the War Office we have had several officers in the Quartermaster-General's Department, and I do not think we have ever had any friction; we have always settled the questions together.

6512. I did not mean so much on account of friction—I was not anticipating that that arose between the two Departments—but as tending really to ensure a proper responsibility and to prevent delay, that the same sort of question should be settled by the same Department?—Yes, I think that would be very advisable.

6513. Take the question of dining-rooms, which I think you said delayed a barrack?—It delayed the barrack because we had to alter the plans.

6514. Who decided that there were to be dining rooms?—The Secretary of State.

6515. On whose recommendation?—There was a long discussion between the Inspector-General of Fortifications, the Quartermaster-General, the Adjutant-General, and the Commander-in-Chief.

6516. Your branch was fully aware that the question of dining rooms was not only on the tapis, but was even approaching settlement?—We heard of it, but we could not alter our plans until we were told that there were to be dining-rooms.

6517. Would you say that that was an Inspector-General of Fortifications' question or Quartermaster-General's question?—It is an Inspector-General of Fortifications' question, because it means increased expense, and the Inspector-General of Fortifications has to ask for the money.

6518. But I mean as to the desirability of the service?—I think it is a question to be discussed by the Army Board; everyone ought to have a say on that.

6519. (*Sir Charles Welby.*) As a matter of fact it was discussed by the Army Board, was it not?—Yes.

6520. It is a question of military policy affecting recruiting and so on, and was so discussed?—Yes.

6521. (*Colonel Miles.*) Speaking generally, in the provision of barracks, certain well-defined functions should be the province of the Quartermaster-General and certain other well defined functions should be the province of the Inspector-General of Fortifications?—Yes.

6522. Turning to the duties of the Commanding Royal Engineer in the district who, as we have heard, is not quite in the same position now as before; he still remains directly under the General; he takes the papers in all districts direct to the General, I think?—Not always.

6523. Can you mention any case where he does not?—I would rather not mention a case, but I know of a case where the Chief Staff Officer did try to interfere. But it is a personal question.

Col. C. M.
Watson,
C.M.G., R.E.

27 Feb. 1901.

Col. C. M.
Watson,
C.M.G., R.E.
27 Feb. 1801.

6524. But in working out the details of re-appropriations or of new buildings, or of other matters in the district, he must come to the General?—He must come to the Deputy Adjutant-General for B. services.

6525. He must come to the Staff?—Yes; therefore I think that it would be better that he should be on the Staff, and recognised as such, as he is so intimately mixed up with the Staff.

6526. One disadvantage of placing him on the Staff may be said to be that he takes things too much into his own hands, and decides things too much without consulting the Chief Staff Officer?—No, I do not think so.

6527. Lastly, do you not think that advantage would result if the Generals Commanding Districts generally were kept as fully in touch as possible with the building policy of the War Office?—Yes; that we always try to do. The moment that we know of anything we write at once. We are very particular about it. It is most important to keep them as much up to date as possible, and whenever we make a new plan of barrack building we always have a number of copies made and send them to the Generals, so that they may know at once our very latest idea. That, I think, is most necessary; and when a General has to design a new barrack, even if there is a plan that has not got to the stage of issue, generally we send him a copy of it to show him what the very latest idea is.

6528. (Mr. Beckett.) I just want to ask you about the Hong Kong Hospital. I did not quite gather from your evidence whether you thought the delay that had occurred was due to the fault of individuals or to the fault of the system which at present prevails?—I do not know whether in that case it was not rather the fault of the General, and yet I am quite sure he was doing what he thought was the best. He thought, "Here is a very irregular hilly site." It was forgotten at the station that we were making plans to suit that site, and he said the first thing to do was to level it.

6529. (Chairman.) Whose business was it?—I suppose the Commanding Royal Engineer's; but the Commanding Royal Engineer died before he came back to England. I intended to ask him about it; but we never got a satisfactory explanation as to why this change of front was decided upon. Of course, if it was advisable to level the site the War Office ought to have been at once informed, in order that the drawings might be altered accordingly.

6530. (Mr. Beckett.) But I gathered from what you said that the site finally fixed upon was the site that was first favoured by the General?—Yes.

6531. He selected that site and he asked you to make plans and you made those plans?—Yes.

6532. Then where did the hitch occur?—Because he altered the site.

6533. Then when he altered his mind, what was your action; did you try to assimilate your ideas to his?—When we got the new site we set to work at once to make new plans, and those new plans went out to the station.

6534. (Mr. Gibb.) It was not a case of alteration of mind, but that he assumed that in building your hospital you would cut into the slope and provide a level?—He did more than that. He levelled the whole site.

6535. He assumed that you would make it a level foundation and then build; it was not a case of alteration of mind?—But the curious thing was that the plans sent to him showed an elevation of building suitable to the slope.

6536. (Mr. Beckett.) Anyhow the delay that arose was mainly due to the fault of an individual. You cannot say that the system works badly?—No, the system was not to blame.

6537. And you think that the system works with as little friction and delay as is possible?—I am really always trying to find out how we can do away with delay. Whenever we see any points where we think we can hasten matters, we do.

6538. You do not think there are any inter-communications or conferences that might be cut out?—Here at the War Office.

6539. Yes?—No, I think the more conference there is the better. Of course the Department we deal mostly with is the Quartermaster-General's, and I think our

conferences with his officers do facilitate the work very much.

6540. It tends to security?—Yes.

6541. But from your evidence it appears that the Department that you are the most dissatisfied with is the Registry Department?—The Registry is really hopeless, if I may use the expression.

6542. I gather that you have drawn up some recommendations with regard to the working of the Registry?—Yes; I drew them up some time ago. Would you like me to put them in?

(Chairman.) Yes, I think we might see them.

6543. (Mr. Mather.) Is that from the General Registry, or from your own Department?—It is viewing it specially from our point of view; it is showing how the Registry could be improved so as to facilitate our work; and that would apply no doubt generally. I did not like to speak for anyone except for my own branch.

6544. You qualify it to that extent, that it is a scheme drawn up to facilitate that work in your own Department?—Yes.

6545. (Mr. Beckett.) Your scheme is based, I take it, on certain principles?—Yes.

6546. And you think that those principles might be generally applicable?—Yes. I think the Memorandum is unnecessarily long, and I could easily cut down and condense it. I will do it, if I may.

(Chairman.) If you please.

6547. (Mr. Mather.) May I just put one supplementary question with regard to the barracks which you stated were proceeded with notwithstanding that you could not obtain from the Quartermaster-General or the Adjutant-General their decision as to the number of married men you were to provide for?—That was a small matter, it was only a question as to the exact number of married quarters that we were to provide. We asked whether we should provide 36 married quarters at these barracks, which is the number we would generally provide, and the Quartermaster-General told us he really could not tell us how many we would have to provide; so the Inspector-General of Fortifications thought it was safer to go on. I knew that the new scheme would mean a good many more married quarters, and I thought we would not be wrong in building the 36 and going ahead.

6548. Why would it be impossible at that time for the Quartermaster-General to tell you that?—I do not know; it rested with him.

6549. No further inquiries were made?—No.

6550. And he knew that you were going on with the small number?—Yes, and he was satisfied with it; but there was some scheme I had not heard of to provide for the circumstances of the Mediterranean Garrison.

6551. I thought you gave us that as an instance of want of instructions coming to you at the time you were compelled to go on with your work?—It was to illustrate that.

6552. But you settled the point by saying, "I shall proceed to build the usual number for 36 quarters," and the Inspector-General of Fortifications said "All right"?—Yes, and therefore it showed that the intention is to build more. But it was quite an exceptional case. That is the only case I know. You asked me whether it ever happened.

6553. (Sir Charles Welby.) We understood from you yesterday that very great difficulties were found in acquiring the land for rifle ranges and training grounds provided for under the loan of 1897.—In some cases, not in every case.

6554. But at all events your evidence went to show that at the end of three and a half years only half that money had so far been expended?—Yes.

6555. Do you think that that delay is in any degree due to unsuccessful negotiations on the part of Generals of Districts which were unsuccessful owing to their want of competent professional assistance in dealing with land agents and owners of land?—No, I think the delay is simply due to the fact that the owners do not want to sell.

6556. You think that the General Officer Commanding's staff, as at present constituted, is quite adequate and satisfactory for dealing with matters of lands?—The present system is that the General Officer Commanding proposes that we should buy a certain

piece of land. We then get the War Office Valuer, Mr. Elwell, to value it, and having got his valuation we go to the Treasury for authority to purchase it.

6557. (*Mr. Gibb.*) Have you got compulsory powers?—We invariably ask for compulsory powers now.

6558. If you have compulsory powers, you can get possession in a couple of months?—But we cannot under the Military Lands Act.

6559. But there is a procedure provided?—It does not apply to barrack lands, only to defence lands; it has always been done for fortifications. I do not know why, but the Act does not apply to barrack lands.

6560. Does not the right exist to deposit the estimated value of the land and then take it?—No, I do not think under the Military Lands Act we can do that.

6561. It may be that it is not applied?—We can do that under the Defence Act, but not under the Military Lands Act.

6562. You mean that the right does not exist?—No, I do not think so.

(*The Secretary.*) Yes, I think it does exist. You can always take compulsory powers.

(*Witness.*) But you cannot take the land; before you can put the compulsory powers in hand you must have an inquiry, and a Provisional Order signed by the Secretary of State, and you must have a Confirming Bill passed by Parliament before you can take the land. Under the Defence Act, on the contrary, as soon as the notices have been issued, the land can be taken when the terms of interest have been settled with the owner. We were anxious at one time to get the same powers applied to barrack and rifle range land, but it was not agreed to. I think it was thought that it would not be desirable from the public point of view.

The witness withdrew.

Colonel C. H. BAGOT, C.B., further examined.

6571. (*Chairman.*) We want to trouble you particularly about the question of unexpended balances. We understand from Colonel Watson that he is in, perhaps, rather a happier position than yourself, inasmuch as most of his expenditure is done under loans, and therefore he is not troubled by the 31st of March; but we have had several statements to the effect that work is hurried at the end of the year under the apprehension that if the money is not spent it would have to be surrendered; are you able to tell us whether that is the case to any extent?—It is very much so.

6572. Could you tell us what practical difficulties there are which lead to that course being taken?—When a sum of money has been voted for any particular service, we have of course to wait for authority before we actually begin to work out that service, and to get the final plans of procedure ready.

6573. By waiting for authority, do you mean that you have to wait until the money is voted?—Until the money is authorised. The result is that as there is a great deal to do in the districts, the local officers do not take up projects or services—they do not take up the final stage unless they know that the services are coming up to be done. We tell them as long as we can before. For instance, the General Officers Commanding have been told for next year the services that they may expect to have, and they have no doubt thought out to a certain extent those schemes; but the final stages have not been entered into. Then after the financial year begins there is a certain amount of discussion and arrangement about these things, and there are delays—unexpected delays—of all sorts. That very often puts the thing somewhat late towards actual execution, and the consequence is that we very often lose a great deal of the building time (there are only six months of really good building time in this country) in preliminaries and in working out things, and then we start to build under the contract towards the end of the year.

6574. That is because you are not ready?—That is one point of view.

6575. Is there any reason why you should not be ready?—It is the system that we do not have things fully worked out, pigeon-holed, and all ready to put into the estimates, to start on directly the estimates are proposed.

6576. Is there any reason why they should not be all ready?—The reason is that the ordinary staff is merely sufficient to go on with the ordinary routine, and they

6563. (*Sir Charles Welby.*) But to go back to my point, do not you think it might possibly conduce to more rapid and successful negotiations in these cases if the General Officer Commanding had at his elbow someone analogous to the skilled professional agent?—I think in some cases it would be very desirable, and there is an agent in the case of some districts. I think there is an agent at Portsmouth, and at Plymouth.

6564. What class of official is he?—A local land agent.

6565. Under whom?—Under the General Officer Commanding.

6566. (*Mr. Mather.*) There is one at Portsmouth?—Yes, I do not see why it should not apply to other districts; it is only a question of expense.

6567. (*Sir Charles Welby.*) And the General Officer Commanding conducts all his negotiations for the purchase and sale of land through this agent?—No; the agents are employed in looking after War Department lettings.

6568. He is not a military man?—No.

6569. And you think that that system might be extended with advantage to other districts?—Yes, I think so. I know in Ireland now, the Commanding Royal Engineer in Ireland is anxious to get that system extended to Ireland. He has a good land agent, a Militia Officer, working in his office, and he is anxious to keep him employed.

6570. Should you say that in the districts where such officers exist, on the whole negotiations with regard to the purchase of land have proceeded more smoothly and rapidly than in districts where they do not?—I could not say, I have no experience.

Col. C. M.
Watson,
C.M.G., R.E.
—
27 Feb. 1901.

Col. C. H.
Bagot, C.B.

have such an amount of work in hand for the current financial year, that they have not really the time to work out any extra projects.

6577. That is a question of staff?—That is a question of staff; but it is also a question of this: that a great many of the projects are really only in the initial stage; that is to say, they exist in the minds of the local staff, but we have not had them yet. The project has not been submitted.

6578. (*Mr. Mather.*) Could you give us one instance to illustrate your statement?—Of this present year?

6579. Of any year. Any work that was retarded in consequence of this system?—Yes, there was a case of some married quarters at Carlisle Barrack, at Cork Harbour. Those were in for this present financial year, and a certain amount will have to be spent in this financial year. The local staff set to work to work them out, and they got a certain distance and then they were suddenly pulled up with a round turn. These married quarters were in the fort, and it was considered by the fortifications side that the site was not a very good one from a fortifications point of view. There was a certain amount of talk and argument about it which delayed us, and there were other delays locally from the tremendous pressure that there has been on everybody during this present crisis; and the end of that was that they did not get the contract until quite the end of 1900, and instead of the whole sum being spent, only a certain proportion has been spent and can be spent in this year; the remainder lapses, and we have had to re-provide it in the following year.

6580. In the estimates now coming on?—Yes.

6581. The whole thing lapses?—Not the whole thing, a proportion.

6582. Are the works being continued?—Yes.

6583. There has been no stoppage, then, to the construction?—No.

6584. Where is the money coming from to pay the wages?—The money was provided for this year, but more was provided in this financial year than they can spend; and the consequence is that it lapses.

6585. More than they can spend within the period, you mean?—Yes, within the period up to the 31st of March. And there is another service in Egypt, the reconstruction of Kasr-el-Nil Barracks in Cairo. Owing to prolonged negotiations with the Egyptian Govern-

Col. C. H.
Bagot, C.B.

27 Feb. 1901.

ment the General Officer commanding is not able to undertake any work this year. That money lapses, and it would come as a burden on to 1901-2. As a matter of absolute fact, that service has been transferred to loan, but that would have been the effect.

6586. (*Chairman.*) To come back to this point about your being unable to begin work until late in the year, I understand that now three months before the close of the financial year the Secretary of State intimates what works are likely to be sanctioned in the estimates, and then you refer those to the districts, and plans are got out?—Scarcely so long as that. I think it is a couple of months before; at any rate, the General Officers Commanding have been now informed.

6587. Then it is a question of time. Supposing the Secretary of State gave you that information not three months but five months ahead, would not that give you time to get your plans ready before the 1st of April?—Yes, it ought.

6588. It would simply give you notice a little earlier?—It would give us more time. We should then begin building probably in decent weather.

6589. You do not, as a matter of fact, wait until the estimates are voted, when you get your information?—We do not wait in the case of any continuation services continued from the year before, but we have to wait for any other works unless we get special Treasury authority to go on.

6590. That special Treasury authority you can get almost as a matter of form?—We can. I do not know about every service, because, of course, that would be assuming that Parliament was going to vote the whole estimate *en bloc*, but certainly for any pressing service we should get authority.

6591. You would get Treasury sanction, which is equivalent to Parliamentary sanction?—Yes.

6592. Therefore, if you received this intimation of the rough estimate somewhat earlier, you would be able to begin your work earlier in the year?—Yes. But there is one thing to be said about that, which is, that when the General Officer Commanding puts forward a service he states the total estimate of the service and what he expects to spend in the year. The earlier in the year he has to send those estimates in, the worse pressed he is.

6593. Why, if he has to make that rough estimate in December instead of March?—As a matter of fact he sends it in July now, as it is. At any rate there is one thing to be remembered, and that is, that the amount of new services that will go into the estimates in any particular year is governed largely by the amount of continuation services from the year before, and to a considerable extent, of course, the ability or inability of the general to expend all the funds allotted to him would affect the amount of new services; so that we should have to be a little careful about it. However, we could get the Generals to go on, and get ready, undoubtedly.

6594. Supposing that you had that earlier notice and could begin your work earlier, would the difficulty of the 31st of March be alleviated to a great extent?—To a great extent; it would always exist.

6595. But what happens? Let us say that 5,000*l.* was allotted to a particular work, you begin the work and on the 31st of March you have only spent 3,000*l.*; what happens to the other 2,000*l.*?—The other 2,000*l.* lapses.

6596. You do not stop the work: you get that other 2,000*l.*?—We do not stop the work; we get the other 2,000*l.* to go on with in the next year.

6597. Therefore, there is no real difficulty in its lapsing, you do not stop the work?—Where it would hamper us would be that if the lapse was reported in time and we knew of it, we must re-provide it in the next year; we must go on; in other words we have the contract.

6598. The contract is made, and there is no stopping the contract?—No; but you see, when money is given for any particular year, we are most anxious to spend it in that year, because if we have to re-provide any of it the next year it stops our new services; it hampers our work; we get less work done in the year for which the money is voted, and less work in the following year, because we have to carry forward.

6599. (*Mr. Mather.*) Because they take your new demand as for new work?—Yes; they take it as part of the new money which they have to vote us. If we had run it close at the end of the year and it was not reported to us in time, it would not appear in the estimates for the next year, but we should have to go to the Treasury and ask for it as an extra, and the Treasury do not like that.

6600. The Treasury give you no credit for money unexpended, say, in the year 1900-01. When you come to present your estimates for 1901-02, they take no account of the fact that you had not spent what had been voted to you in the year before; they treat it as an entirely new demand, though it may be on the same work.

6601. (*Chairman.*) But if you know in time; if it is reported to you that this 2,000*l.* (which we will take for hypothesis) will not be spent, can you not make an arrangement by which that money is practically placed into a suspense account, owing to its not being actually paid away, but to its being what is called technically issued from the Exchequer?—There is no suspense account; there is no carrying over; it is a re-provision in the following year. But, of course, there is no stoppage of the work; the money must be re-provided.

6602. It has to be re-provided, but it leaves you less. But I thought there was a system by which the money in those cases could be considered as actually issued from the Exchequer, though it was not actually spent?—I have never had an instance of that in my experience.

6603. But the practical difficulty, as regards the 31st of March, is that if you carried over more than you thought likely, owing to certain works not having been included, you would be able to introduce fewer new services next year?—Yes.

6604. That is the chief difficulty?—That is the chief difficulty.

6605. Whereas if you spent more than you expected in the year, you would be able to introduce more new services the next year?—If we spent more than we expected in the year we should either have to defer payment to the following year, or get special Treasury authority for an increase.

6606. Or from a transfer?—Yes, or from a transfer.

6607. You can get authority for that?—Not for a transfer from one actual service to another, because the services remain as they are voted, but a transfer of the funds in the Vote generally.

6608. How far is it true that in order to spend the whole of the money for the year there is a rush to spend money at the end of the year?—There is a rush; everybody tries not to have lapses, because they are severely blamed for them if they are large lapses.

6609. They are really blamed more for not having made accurate estimates than for not having carried out the work?—Yes, they are severely blamed for having thrown money on the next year that they promised to spend this year.

6610. They would be blamed by you?—They would be blamed by the Inspector-General of Fortifications.

6611. Have you any suggestion to make yourself for meeting that difficulty, such as carrying the money over in a suspense account?—I think that is the only way to do it, to carry it over in a suspense account. If it can be done in that way that would ease matters a good deal.

6612. You think that under the present system there is actually waste owing to hurried expenditure at the end of the year?—I think there is very likely to be.

6613. Hurried expenditure very likely leads to more extravagance than carefully considered expenditure?—Yes; I would not say there is waste; there is likely to be waste, but I do not know that there is. I cannot say that there is waste, but there is considerable embarrassment, no doubt.

6614. (*Mr. Mather.*) On the other hand, may it not expedite the work from beginning to end to get it done within a certain number of months?—It does put pressure; it is not a good thing to be hustled.

6615. Apart from the scramble—that may be a contingency arising out of the system—if in the district they knew that the work ought to be completed in the financial year, and probably they would begin at the

Col. C. H.
Bagot, C.B.
27 Feb. 1901.

first start on the job to push it right away through so as to get it done in the year—it is an advantage to the service, is it not, to have the work completed in the very shortest time?—That would affect any work that we were carrying out by day work ourselves under our own supervision; but if it is a contract you cannot hustle the contractor; you must give him his full time.

6616. But hustling contractors is one of the most potent influences generally to get the work done within the time. One is always hustling the contractors?—But with very small success.

6617. Contractors will deal with you very carelessly, unless they are hustled on from time to time; they go from one job to another, just as it suits them?—Yes, but the contractor has before him the time for the end of the contract, and if that is in the next year you cannot do anything until the date comes.

6618. Would a contract taken on the understanding that it would go over to the next year probably be dealt with, financially, differently from any other contract?—No.

6619. (*Chairman.*) A statement has been made that there is a somewhat hurried, perhaps almost reckless, expenditure, at the end of the year on small items for barracks, and the explanation that has been given is that the Inspector-General of Fortifications thinks it is necessary to retain a certain sum in hand under Part III.; he retains about 5 per cent., I believe, of the money in Part III. in hand, and at the end of the year he sometimes finds that he has retained more than is necessary; then he sends round and practically issues a credit to the Commanding Royal Engineers in various parts, quite towards the end of the year, and says, "here, this is an additional amount of money you have not calculated upon, which you can spend"; and then they immediately run round and try and spend it in a hurry. Should you agree with that statement?—That certainly has not been the case during the last three years that I have been here.

6620. Have you ever heard that it has been the case before your time?—I have been told so. I do remember one case in which I was told there were Part III. funds available if I wanted them. But they must have kept a tight hand upon them in that year.

6621. Were you told at the end of the year?—No, in December, say, with the whole quarter before me; in November or December.

6622. You do not think that would be the cause?—I do not think there is much fear of that cause. As a matter of absolute fact, in the last two years Part III. has been in excess at the end of the year. There has been no saving, it has all been doled out. I think we must keep a reserve, because you suddenly get emergent demands, as for instance on account of storm damages from a place.

6623. It is a question of the amount rather?—I do not think the reserve is too much either, because we do not sit upon it and hatch it; we give it out when urgent services come in.

6624. But the general difficulty as regards the 31st of March and a suspense account has been very much got over by all the larger amounts being put into loan accounts?—Yes, certainly; that makes a very great difference.

6625. The tendency is rather to put more and more upon loan, is it not?—Yes, to put more upon loan.

6626. And less upon the Estimates?—And less upon the Estimates. I do not know that the Estimates will be less on that account though.

6627. About the continuation services, I suppose there is no trouble at all; it is only with regard to new works?—There is no trouble at all: we go on straight. Once a service is started it goes on to the finish.

6628. But the main difficulty is that you really do not get time to prepare your work. You do not get notice soon enough of what the Estimates are likely to be?—No. Personally I think that no service ought to come into the Estimates until it is in a pretty forward state, and recently the Inspector-General of Fortifications has sent round a circular to General Officers Commanding saying that the services must be well considered, and that costs of services should not be pitchforked into their statement for the Estimates, because, for one thing, the local staff would not be able to work them out if they got the whole lot granted.

6629. (*Mr. Mather.*) One hears with regard to the districts, that they have got into the habit of demanding ten times as much as they require or expect to have granted to them in the year—even twenty times as much?—Under what part?

6630. I mean that for the services that they require during the year, they would demand ten times as much money as they would expect to get?—You mean for insertion in the Annual Estimates?

6631. Yes?—Yes, in Part I. and Part II., and in fact every part.

6632. That seems a very wild sort of system?—The excess of demands over possibilities is tremendous.

6633. What has that arisen from?—It has arisen from the practice of entering every single service, putting forward for the Estimates every single service that the General Officer Commanding may think he requires in his district.

6634. Would it not be much more convenient if they were strictly to make a very careful selection of what was feasible, and not simply what was desirable?—Yes, exactly.

(*The Secretary.*) As a matter of fact, they do grade them into what they think urgent and what they think they will get.

(*Witness.*) They state against the services their order of urgency. It is done in order to get a list, and to put these things forward, so that we may see them; but I think it ought to be done in a different way. I think the services are rightly brought forward, but they should be brought forward in a different way; and we are now considering a system by which that shall be done, by which we shall get from every district a list of the services which the General Officer Commanding considers necessary, with as near an estimate as he can make of the cost, and by which he shall afterwards select from that list a certain number of the more pressing services to put forward for his annual estimates.

(*The Secretary.*) To put positively forward.

(*Witness.*) To put positively forward; that is the system which the Inspector-General of Fortifications desires to initiate.

6635. (*Mr. Mather.*) The positive services that he really required and he thought he might get, he would provide for largely in advance, so far as particulars are concerned, the plans of the scheme, and so on?—He might; I doubt very much whether there is much possibility of doing it. He has a great deal to do, and there are not too many people to do it.

6636. (*Sir Charles Welby.*) Your functions bring you into very constant communication with the Adjutant-General's Department, and still more with the Quartermaster-General's Department, do they not?—Yes.

6637. Do you find that the necessity for constant intercommunication between your department and those other two departments leads to much delay in the transaction of your business?—Of course it must lead to delay, and it does lead to delay; because when a thing is referred backwards and forwards and discussed it always takes time; and then we are in a different building—we are away from the rest—and so, undoubtedly, in our case it gives rise to delay. We are at the Horse Guards.

6638. That, of course, is a great drawback; but are you satisfied that the amount of intercommunication between these three departments which now takes place with regard to barrack questions is inevitable, or do you think it might be simplified and reduced?—In most cases it is inevitable. We get from the other departments a statement of their requirements, and we frequently have to refer back of course for further information. Things are discussed. We will say that a camp is asked for, or certain works for a camp; we have to find out how many men it is for, and so on; and then, if there are any permanent buildings or buildings of that class, we have to find out from the Quartermaster-General what his requirements are, and it may so happen that we may have to refer back several times as to size of fittings, and so on.

6639. One would naturally suppose that the process would be that the Quartermaster-General, as responsible for providing camps for the army, would make a statement to you of exactly what he required, and then,

Col. C. H.
Bagot, C.B.

27 Feb. 1901.

unless something very unforeseen arose, he would leave it entirely to your department to provide what he had requisitioned; but is it not rather the case that at every stage of the proceedings, when even the most trifling change arises, you feel bound to carry the Quartermaster-General, and in many cases the Adjutant-General, with you?—Yes.

6640. In every case that means a reference from the Horse Guards up to Pall Mall and back again, thereby involving constant delay and hindrance?—Yes.

6641. And you think that the more that could be reduced the more it would lead to the satisfactory carrying on of the business?—Yes.

6642. I should like to ask you with regard to the case of the provision of some huts which were required very urgently for South Africa last year. I understand that those huts were ordered, and sanction was obtained for them as a very urgent service sometime in the spring. I think you are aware of the case I refer to?—Yes.

6643. And that when the Secretary of State made enquiries as to the progress in obtaining those huts in the month of August it transpired that practically nothing had been done in the intervening time. Can you give the Committee any information with regard to that case?—I do not think that the case is exactly as you state it. We knew early in the year 1900 that we should have to provide huts for South Africa, and the designs were put in hand. We then were informed that we should have to provide first, and at once, for hutting a large body of troops at home. Eventually that was decided upon as chiefly and almost entirely field artillery. Therefore the drawings for huts for South Africa were laid aside, and the drawings for the huts of the home troops were put in hand. The patterns of the huts are different, because you give more space to people abroad than you do to those at home; and the Cape huts were laid on one side, because we saw that the war was going on, and we knew perfectly well that they could not be wanted until they got the country fairly settled; therefore it did not appear that the Cape huts were as urgent as the others.

6644. But I thought the service was authorised as a very urgent one, because it was absolutely necessary, in the first place, that the huts should be ready by the month of October. Is not that the case?—Oh no, not at all: that was not the case. Later on in the year, I think it must have been in July, Lord Roberts telegraphed home that he wanted hutting for a large number of men, 30,000 men. We then set to work at once to get ready the Cape huts. Then we referred to him certain questions as to requirements; there is a great deal to work out in these things; and the end of it was that at the end of July the Secretary of State asked about this, and he directed that a meeting should take place between the various departments to see about getting these huts, and to push it on at once. In the meantime the Commander-in-Chief at home had asked for some further huts for hutting at home, and we held this meeting and then set to work at once on the huts, got out the contracts, and so on.

6645. You said that after receiving the order for these huts, the designs were put in hand. Do you not keep what I may call stock designs for huts ready in case of such emergencies?—We had a stock design for emergency huts, but it was not suitable in this case. We could not work it, because since these designs were prepared, the Sanitary Committee have laid down certain floor spaces and cubical spaces, and so on, for huts abroad, and these huts we could not work in to those spaces; there would have been an extravagant waste of room and so on. Therefore we set to work to get out fresh designs for huts that would suit the requirements.

6646. Should not that have been done before the emergency arose? Would you not naturally revise the standard designs for huts in the light of any recommendation of that kind coming from that committee in anticipation of any emergency arising?—I think it should have been done.

6647. That is to say, you have standard designs, but in this instance they had not been kept up to date?—Exactly, there were standard designs, but they had not been kept up for so large an emergency—hutting for a long period these large numbers of men, of course in organised bodies. The hut that we had was just for small bodies of troops, for which it would do

now; but when you have to have organisation provided and a great many things that are not contemplated in ordinary circumstances of emergency, and also to provide for men living a considerable time in these huts, you have to have a better and larger class of huts, and we had not a type of that kind of hut ready.

6648. (Mr. Beckett.) Was the delay very considerable owing to this new design having to be prepared?—Yes, we were not ready till July.

6649. Supposing that you had had a design for a suitable hut in stock, would that have made any difference?—It would have made a difference; but of course our point was that, even so, we should not have proceeded to order the huts, because we waited for the demand from the Cape.

6650. (Sir Charles Welby.) Still the fact that the prolongation of the war has upset all the calculations does not affect the case that designs ought to have been ready and the huts supplied without delay?—No, but it affects the time prior to July, when we ordered them.

6651. At the time they were ordered they were considered to be a great emergency, were they not?—They were considered to be of great emergency then. We were practically ready then.

6652. Except for the designs?—The designs were ready at the time the huts were actually ordered, in July; but they were not actually ordered early in the year, although it was known that they would be wanted, and a sum was entered into estimates for them, but we were not ordered to get them until July.

6653. But what was it that took place early in February?—In January we were told by the Quartermaster-General that a large amount of hutting would be required at once, and also that probably a large amount of hutting would be required for South Africa. We set to work then. It was thought that probably the South African hutting would come first. We began on the designs and had hardly got well on to them when we were told that we must put a large force at home. Then we put aside the South African designs and took up the others and finished them off, worked them all off, and then took up the Cape ones again; and as a matter of fact they were practically ready when the pressure came on in July.

6654. Then did you put aside the South African huts with the knowledge and concurrence of the Quartermaster-General's Department?—That I do not remember; I cannot answer that offhand.

6655. (Sir George Clarke.) When you say that you put aside the huts, I understand that you had not authority to begin them at that time?—We had authority; they were in the estimates, and we could have gone on with them, once the money was voted; but, as a matter of fact, with a thing of that magnitude we should have written to the Finance Branch to ask if we were to start.

6656. Was it put to you as an urgent service that was required by a particular date?—Not at that time.

6657. And at the time when it became an urgent service, officially declared as such, were you ready to begin?—We were all but ready to begin; there was hardly any delay.

6658. Can you say what the delay was?—It was a fortnight after we received complete information from South Africa.

6659. I want to ask you one general question. As regards the operation of Parts I., II., and III. Services, do you think that is an ideal division; does it not add to the complication of things somewhat, and would it not be better to have two divisions merely, one being new services, and the other repairs and maintenance?—If you did that you would have to go down very low in value with the new services in the list for Part I.

6660. That is to say, you would have a larger Part I.?—Yes, you would have an enormous list.

6661. Would there not be a large amount of advantage in elasticity in your arrangements if there were two divisions instead of three?—I think it would give less trouble. I do not think there would be any more elasticity.

6662. In matters of transference, now, there are certain formalities that have to be complied with in transferring from Part I. to Part II. All that would

disappear if Part I. and Part II. were merged?—If Part I. and Part II. were merged and voted all in one sum that would be so.

6663. Would it be advisable to separate what might be called capital charges, that is to say, new buildings from maintenance charges?—Certainly.

6664. One being new capital and the other ordinary maintenance?—Yes.

6665. Only one other question. At the present moment you are allowed to purchase stores only up to the amount of 50*l.*?—Yes.

6666. Would it be a considerable convenience to you if that limit were extended?—Yes, I think so.

6667. How much do you think it could be extended to with advantage?—250*l.*

6668. (*Mr. Beckett.*) You said that projects were frequently delayed after the money had been voted for them, because they only existed in the minds of the local staff, and plans had to be prepared. Would it not assist you very materially if, when the local staff put forward a project, they also put forward a plan showing exactly what they wanted? I should just like you to explain your expression, "in the minds of the local staff." What do you mean by that?—I mean that nothing has been put forward to us except the mere name of the project and the amount estimated for its execution, that we have had no plans, no specification, and no detailed description of it.

6669. Then does it go into the Estimates upon such a slender foundation as that which you have described?—Yes, it does sometimes. Of course, in the case of a building which is anything near a type they can make a very good estimate, and we do not want anything very much more.

6670. Then I should have imagined that no great delay need arise in forming a plan?—Where a type exists no great delay need arise, because preliminaries are so far advanced; but requirements are constantly changed.

6671. But you said there might be delay of some months?—Yes; take a drainage scheme, for instance, there would be always a great deal of criticism and examination of a drainage scheme.

6672. Then, of course, the more important things are the buildings, are they not? They necessitate a larger sum of money, do they not?—Yes, on buildings, certainly.

6673. And I do not see why the delay need arise in the case of buildings, because it only exists in the minds of the local staff. If you know pretty well how those things are going to be translated into bricks and mortar, why should this long delay arise after the expenditure has been sanctioned and voted by Parliament?—A great deal, of course, depends on the service. Everything depends on the service; questions of delivery, and a great many other questions; but once the thing is discussed, and once the thing has been settled in outline, we should not interfere with it any more.

6674. It seems to me, when money is to be asked for from Parliament, the plan ought to be sufficiently advanced to enable you to get on with the work directly the money is voted?—I think it ought to be sufficiently

far advanced to enable us to give a perfectly trustworthy estimate, but I do not think the other thing could be worked always.

6675. (*Mr. Mather.*) If you are going to build on Government land, it would be possible, but if you had to acquire land it may not be?—That, of course, would be a different matter. Even assuming it is Government land, I do not think we could always be ready then to build directly the money was voted.

6676. (*Mr. Beckett.*) If a more definite idea was given to you when the money was asked for, would not you be in a position to begin building at once?—We should be in a position to begin very much sooner. Of course, decentralisation is all the thing now; but in a very great many instances the plans come to us for reproduction. We find, with the special knowledge we have here, that we have to make alterations even at that stage; so that of course we must see the plans.

6677. Of course you must; but my point is—would not delay be avoided if these projects, which exist in the minds of the local staff, were put down on paper in a definite shape?—I think they would have to work out a good many more. Of course, if they were ordered to put forward a project which would be for execution, it would be a different thing; but it often happens that a want suddenly arises, a thing is sprung upon them owing to sudden requirements not originated by them. And as regards other services, being perfectly certain that they are going to get the funds, they look upon it as waste of time to go into the matter thoroughly, and think that they may have to work up something else afterwards.

6678. It seems to me there must be something wrong in a system which obliges you to begin your building at the most unfavourable time of the year?—Yes.

6679. (*Mr. Mather.*) Would it be possible from the experience of years of expenditure in a district to vote an annual sum of so much, under which the General Officer Commanding, by the decentralisation plan, would anticipate his certain requirements of building construction, and therefore provide for it regularly, year by year?—I do not think so; because in one year one district might have a greater number of wants, and another in another year.

6680. Then is there no normal amount that can be gathered by experience as being the annual requirements to be spent on construction?—No.

6681. It varies immensely, I suppose?—Yes.

6682. In the same district?—In the same district. As a matter of fact we deal with Part II. and Part III. funds on an average; that is to say, the basis of our calculations for allotment is the average. If there are say special circumstances in one district which call for more funds on either Part II. or Part III., we serve out more than the average; but some other district has to suffer, and some General Officers grumble a great deal at the thing being worked on an average. But that is the only thing we can do.

6683. (*Sir George Clarke.*) Supposing every station had to put forward all its requisitions in a more or less matured form would not that operate as a check upon the number of proposals?—Yes, certainly. I certainly think they ought not to put them forward until they are worked out.

The witness withdrew.

Mr. B. B. CUBITT examined.

6684. (*Chairman.*) You are the principal in charge of C. 2, I believe?—Yes.

6685. As such you deal immediately with the question of stationery, I believe?—Yes.

6686. We have had it stated to us that great delays arise about printing; for instance, the Inspector-General of Fortifications has to send all matter which he requires to be printed over here, and then it has to pass through you to the Stationery Office?—Yes, that is so.

6687. Would it not save time if he were able to send his matter for printing straight to the Stationery Office?—No; on the contrary, it would be slower.

6688. Why?—Because we focus the whole matter in one centre in C 2 in the first place. Printing is roughly of two kinds, either the extremely urgent or the ordinary; that is to say, things like books of regulation

or forms which are not wanted in a great hurry, and things which come from the Engineers, like specifications or bills of quantities, which require urgent treatment, arrangements for which are made in 48 hours.

6689. Do you make those arrangements?—Yes, we do, we give the orders direct on the printers; in those cases we do not go through the Stationery Office at all; we do for the ordinary work, but for anything urgent we go to the printers themselves.

6690. Supposing the Inspector-General of Fortifications had the power to go direct to the printers?—He would not gain a minute by it, except that his messenger might go direct. We might possibly give him an order form, but the printers are not very wise people, and they get confused. At present they send the proofs direct to us and we forward them on, except in the case

Col. C. H. Bagot, C.B.

27 Feb. 1901.

Mr.
B. B. Cubitt,

Mr. B. B.
Cubitt.

27 Feb. 1901.

of the specifications and bills of quantities urgently demanded, the proofs of which are sent direct from the printers to the Chief Surveyor, who then deals direct with the printers in all further stages.

6691. Surely, although a printer may not be a very wise being, if he were told he would have to execute an order for printing received from the Inspector-General of Fortifications and return the proofs to him, he would be able to do it?—Then they would be taken up to the Inspector-General of Fortifications himself, who would not know what on earth to do with them. The difficulty would be to know what particular officer to take them to. We shall have to give a list of the various people to whom to take them; in that case the boy on going to the Engineer's Office would have to find out the particular room he ought to go to.

6692. But would not the Inspector-General of Fortifications be able to delegate his duties to certain officers who would use his name?—True, but honestly I do not think it would be expediting the thing. Naturally we would wish to get rid of the work, because it gives us extra trouble; but I do not think they would get their proofs so quickly. Printers take their instructions from us better than they do from others.

6693. They are in the habit of taking them from you?—They are in the habit of taking them from us.

6694. But they might be schooled into taking them from others, might they not?—I do not know, I am sure; they make such terrible mistakes now. It is not as if a man came with the stuff; it is a boy who comes with the stuff from the printers.

6695. The boy could go to the Inspector-General of Fortifications, could he not? I understand that now the Inspector-General of Fortifications sends to you from the Horse Guards, and you send to the printer. Who works the printing?—It may be Harrison's in St. Martin's Lane.

6696. So that he has to send across to you, going further at every step from St. Martin's Lane; whereas if the Inspector-General of Fortifications sent straight, he would save the time of coming up here and going back across to the Horse Guards?—He would save 10 minutes: it would not be worth more than 10 minutes. We send them on direct; we do not wait a minute with these urgent things. My clerks fill the demands in at once and send them on.

6697. It takes 10 minutes to come to you?—It takes five minutes to come to us and five minutes to go on to St. Martin's Lane; and it would take five minutes to go direct, perhaps. We have considered this matter because we have tried to meet the people of the Inspector-General of Fortifications' Department on the point.

6698. But still that 10 minutes would be saved, would it not?—Undoubtedly; but as a matter of fact the things take two days in printing at the very least.

6699. But I cannot see why the Inspector-General of Fortifications should not go direct to the printer?—We are perfectly willing to try it; we will try the experiment and see how it works.

6700. (Mr. Gibb.) You say you have tried to meet the Inspector-General of Fortifications. That means, I assume, that he has been complaining?—Undoubtedly; the complaint came about two years ago. There was undoubtedly delay about two years ago, and we made this arrangement with the Stationery Office, that we could give this 48 hours order. Hitherto when the specifications went, to get them urgently we had to send repeated requests for them.

6701. (Chairman.) That is to say, formerly they used to go through the Stationery Office, and you have suppressed that link in the chain?—Yes, and we also suppressed the time; that is to say, we gave them a limited period beyond which they were not to keep the stuff. We used to say, "as urgently as possible"; now we fix 48 hours, or three days, or so, as the case may be; then if the things do not come in we send up automatically for them, except in the case of those very urgent jobs where the proofs are ordered direct to the Chief Surveyor.

6702. I suppose the Inspector-General of Fortifications could send for them?—I think he would object very strongly if we asked him to send up a messenger from his limited staff; there would be trouble in sending up a man to do it.

6703. You might give him a man to do it?—We might, but that is the sort of difficulty we are confronted with.

6704. (Mr. Gibb.) Is there any advantage in sending up? If it is not ready you do not get it; if it is ready you would get it at once without sending?—I think that is true; but if a request comes in pressing us to get the proofs we are bound to take action on it, though probably the printers are working at their highest pressure.

6705. (Chairman.) Does all the urgent printing come through you for the other departments as well as that of the Inspector-General of Fortifications?—Yes.

6706. Are there complaints from the other departments also?—Oh, no. This complaint was only made two years ago. I do not think we get complaints now; I have not heard of any last year, since the 48 hours' arrangement has been brought into operation.

6707. I think the view prevails in the office of the Inspector-General of Fortifications that there is unnecessary delay?—It is the first I have heard of it during the last year. Certainly, since I have been in charge of the new arrangements, I certainly have not received any complaint in writing from any of the three officers in charge.

6708. (Mr. Gibb.) Or verbally?—No, not a word.

6709. (Chairman.) You do not yourself see any objection, do you, in principle to the Inspector-General of Fortifications, if any arrangement could be made, taking charge of the printing?—None at all; but I think every department thinks it is more convenient that it should be done through us.

6710. It seems to me quite possible that the Inspector-General of Fortifications might not really be aware of the necessary and inevitable delays which take place over the printing, and may attribute to you really what is a fault of the printer?—I would not like to say that against the Inspector-General of Fortifications, but I do know that they have attributed blame to us where it is not attributable to us at all.

6711. Possibly; but you would get rid of that possible cause of discontent?—Certainly.

6712. (Mr. Gibb.) There is a further advantage, perhaps, of such a system, that it secures all urgent work going to the printer's from the same office; whereas if each department sent its urgent work, each urgent order would, as it were, compete with the other?—Exactly.

6713. (Chairman.) As I understand, anything which comes to you marked as urgent, is passed on as a matter of course at once, but it still would be in competition with other orders. Supposing an urgent order comes from the Inspector-General of Fortifications, and an urgent order comes from the Quartermaster-General, you pass them on as quickly as you can?—Certainly.

6714. (The Secretary.) Would not you use a discretion as to which orders were the more urgent?—No; we might send them to another printer if we knew one was full up. We have the knowledge of what stuff exactly is placed out to the various printers, and in that way we can spread the work.

6715. (Chairman.) You are bound to go to a certain number of printers with whom you have a contract, are you not?—Yes, we have a certain list of printers.

6716. But you think you can possibly expedite the work; because if you know printer A was very busy you could send it on to printer B?—Yes.

6717. And that knowledge would not be possessed by the Inspector-General of Fortifications?—No, he could not know.

6718. And that is an argument in favour of the present system?—Certainly.

6719. How many printers have you got?—There is Harrison's, which is in two parts; there is the big office in St. Martin's Lane, and there is the large staff here under our immediate control downstairs; then there is Eyre and Spottiswoode; then Wyman; Waterlow; and Hazell.

6720. Would you know as regards these different printers, only so far as relates to the War Office, which of them happened to be choked with business for the moment; since, as I understand, they deal with departments other than the War Office?—Yes.

6721. So that if Eyre and Spottiswoode's were choked with War Office business, and you passed the thing on to Harrison's, that does not mean very much?—Not from that point of view.

6722. The particular printer whom you considered to be most free might be free as regards the War Office, but he might at the very same time be run to death by the Colonial Office or by the Foreign Office or by the Treasury, might he not?—Quite so; we have no check on that; and as a matter of fact, we know that the private work which is undertaken by these private firms is given precedence over the Government work.

6723-4. As regards drawings which might be got out, let us say at Woolwich, do they have to come up to you to be printed?—Yes. You refer to Sir George Clarke's lithographs, I presume?

6725. (*Sir George Clarke.*) My question was with regard to lithographs. Is the War Office bound by the Stationery Office to certain lithographers who have a monopoly of the work?—Yes, we are bound to send to certain people. If you send work up to us to lithograph for you, we are bound to send it to certain people.

6726. But we do our own lithography, and I have, in certain cases, offered to do the work, because I have the thing on the stones ready, and I have been told I cannot do that because it must go to the regular lithographers?—That is a matter for the Stationery Office to answer, because there is difficulty where stones have been used privately.

6727. Then you think the Stationery Office would not have power to utilise, for the purpose of the War Office, stones which are ready to print anything?—We have had the greatest possible trouble with them over that very point. May I give an instance in point? With regard to the dress regulations some most beautiful prints were printed from the blocks by the blockmaker himself by private arrangement through one of our clerks, but the Stationery Office objected to our using them, saying, "No, they must be re-done by the proper printers." We sent them, accordingly, to the printers to do, and the things that came up were most discreditable, and we rejected them. There was a long fight, a great deal of correspondence about it, and ultimately we carried our way.

6728. That makes it quite clear to me, I think?—And I should think the same trouble would arise with regard to your work; we fight your battle; in this case we have no voice at all.

6729. As a matter of fact the same thing happened with me as to my lithographs, which are a great deal better than those got from the contractors?—That is so; their work is scamped, no doubt, because it has to be done so cheaply.

6730. (*Chairman.*) Is it your impression that the Stationery Office has entered into such an arrangement that a Government Department, even if it has the means of doing its own lithography, cannot do it, but is bound to pass it on to the Stationery Department for them to place it with people with whom they have a contract?—That is so, if it is in the nature of a work which has to be published; if the lithographs form part and parcel of a book which is going to be published.

6731. They are tied up by a contract?—I think so.

(*Mr. Gibb.*) But if the stones are supplied to the printer, that on the face of it reduces the cost of production to the printer, does it not?

(*Sir George Clarke.*) It is not a question of supplying stones; I have the stones and I want to pull off a certain number of copies, but I cannot.

(*Mr. Gibb.*) Then I will put the question in another way. Supposing you supply the print made from the stone, to the printer, that reduces the printer's cost of the production of the work, does it not?

(*Witness.*) Then there would be the charge for the stones unless Sir George Clarke is going to supply them free.

6732. I understood the offer was to supply these prints without charging the printers for them?—I do not know that we have had a case like that before. I should think, if we put it to the Stationery Office that we had the stones free for their use, they would be only too glad to have them, because that would save the cost of new stones.

6733. That was the point of my question. I was trying to divine what motive the Stationery Office could have in refusing the use to printers of free stones already prepared?—Because they would have to pay for the present stones; and their argument would be

that these stones would cost more than the ones they could get under contract; that is the argument they always use.

6734. (*Mr. Mather.*) Has the case been put to the Stationery Office, that they could have all the prints necessary for the book supplied to them in any quantity, and those prints they could send on to the printers who bind the book; surely that objection could not arise then?—Certainly not.

6735. Have they ever objected in a case like that?—Certainly not; but I take it in Sir George Clarke's case the Stationery Office would be expected to pay for the value of the stones.

6736. (*Sir George Clarke.*) No, only for the copies?—I should not think they could have any objection then, if the copies so obtained were cheaper.

6737. I have represented that several times, and I have been always told the Stationery Office objected?—That has not come before me at all.

6738. (*Mr. Mather.*) Have you anything to do with the Stationery Office?—A great deal, by letter.

6739. But have you any control of the Stationery Office?—No, except by writing a very strong letter, which I do sometimes.

(*The Secretary.*) They control us.

6740. (*Mr. Mather.*) Is that owing to your excessive amiability, or have they a right to control?—They have a right to control.

6741. (*Chairman.*) As regards secret and confidential printing, does that all come to you?—Every bit.

6742. Where is that carried out?—Downstairs. Not all the confidential printing. The confidential printing is sometimes done by Eyre and Spottiswoode. During the war there has been an enormous amount of confidential matter, which is not absolutely secret, and that has been done by Eyre and Spottiswoode. We cannot do it here, although we have doubled the staff downstairs.

6743. But the printing in this building is chiefly confidential, is it not?—Yes, pretty well all, except the Army Orders, which are done by C 3.

6744. The printing which is not urgent goes to the Stationery Department in every case, does it?—Yes.

6745. Are there many delays about that?—Yes.

6746. Is it carried out very slowly?—We think so. The delay in many cases is due to difficulties such as where there are plates connected with a book, or plans, in getting the plates or plans; that is always a longer process than the actual letterpress.

6747. (*Mr. Mather.*) As far as your experience goes, have you any suggestions to offer for the expediting of the printing business?—No, I really think we have got it, I will not say absolute perfection; but I think we get it as quickly as we can get it. We have made several re-arrangements in a way I can hardly express, partly for instance in working the 48 hours' arrangement for specifications and bills of quantities, and partly by doubling the staff downstairs.

6748. Of course it is part of your duty to make suggestions, and think out any plan by which the various departments might be more satisfactorily worked than they are at the present time?—Yes.

6749. So far as you know, is there any other department complaining of this question beyond the Inspector-General of Fortifications?—I was not aware that the Inspector-General of Fortifications had complained recently; I knew he did a year and a half ago, and we made these new arrangements to meet these difficulties. I have been under the impression, certainly for the last year, that we had entirely met his objections. I must admit a request came in not so long ago for printing to be done within 12 hours, that was, I think, from the Chief Surveyor; but I do not know where the advantage came in as to that; because if you got an order here at 12 o'clock in the day it would be hardly much use its reaching the Engineer's Department at two o'clock in the morning.

6750. Supposing you had a quantity of printed matter demanded by all the departments here, would you then as a matter of arrangement find out which was most urgent, and place one order in priority over the other?—Yes, I do that.

6751. You use your own discretion?—Yes, I have to use my own discretion.

Mr. B. B. Cubitt.

27 Feb. 1901.

Mr. B. B.
Cubitt.

27 Feb. 1901.

6752. So as to accelerate the work most wanted?—Yes, that is especially the case with confidential and secret matter. Possibly the Secretary of State sends down an order for a very large thing to be printed, at the same time we have to print a very large body of despatches; and they have to be arranged and given priority so as to get the work done.

6753. Would any time be saved as between these three or four printers, if the list of printers was enlarged? No; because the great advantage is in having these big firms that we know, and who know our phraseology. It must be remembered that in printing there is a good deal in Army phraseology, and if the printers are acquainted with that they can set up the type more readily.

6754. These firms of printers are appointed year by year under contract, are they not, to do this work?—I could not answer for certain; the Stationery Office would do that.

6755. They make the contracts, do they?—Yes.

6756. For the work you give out?—Yes, for all Government printing.

6757. (*Sir George Clarke.*) The Stationery Office is quite an independent office, is it not?—Absolutely.

6758. And was established, I presume, for the purchase and supply of stationery, for which it makes contracts; and probably in addition to that it took over the printing business. Is there any advantage in dealing with printed matter through the Stationery Office; might not the whole thing be done by the War Office making its own arrangements direct with printers?—I never had the chance of thinking the thing out, but I should think it would be an enormous advantage.

6759. In other words, you can draw a line between the supply of articles of stationery and printing work which is urgently required?—Yes.

6760. And you would think it an advantage if the War Office could make its own arrangements?—Yes. It is possible that if the War Office made its own separate contracts with the printers, the price might be a little

larger than it is when the Stationery Office make them for all the departments, that is a possibility.

6761. You think there is a possibility of economy when all the contracts are together, do you?—Yes, I think so; I know that they do cut down the prices very largely, and Harrison's complain that the prices are cut down so low that they cannot do the stuff very well.

6762. Apart from the possibility of economy, do you think it would be a great advantage to get rid of the Stationery Office as an intermediary between you and the printer?—Certainly.

6763. As regards papers that come to you to be printed, I gather you do not exercise any censorship over them, as to whether they ought to be printed or not?—No, the only censorship I exercise is as to whether a thing should be type written or printed. There is a very large demand for type-writing now in the office, and on many occasions the type-writers are asked for a very large quantity of type written copies, which they cannot possibly supply in the time, so I have them printed. Conversely, if I have a demand for a small thing to be printed, I have it type written. If it appeared to me that any large printing job was unnecessary, I should refer the matter to the Permanent Under Secretary or Assistant Under Secretary. Further, of course, in my branch, we are in the habit of giving advice as to the form the printing should take.

6764. Then, I take it, your view is that there is no reason why any outside department should not, if it likes, deal with the printers directly, and that it, at all events, might deal direct with the printers, after the manuscript has gone to them, in the way of getting proofs?—Yes, that is done now. When the original order has been given, by arrangement, the manuscripts are often sent to and fro between the particular branch and the printers.

6765. You see no objection to that?—None at all; but I am regarding the question from the point of view of their own interest. I think they would find it more to their advantage to go through us, and that the orders should be given through us, than by themselves.

The witness withdrew.

Lieut.-Gen.
Sir C. M.
Clarke, Bart.,
G.C.B.

Lieut.-General Sir C. M. CLARKE, Bart., G.C.B., further examined.

6766. (*Chairman.*) As Quartermaster-General you are responsible for the housing of the troops and for their sanitary accommodation?—Yes.

6767. And the Inspector-General of Fortifications is responsible for the construction and maintenance of barracks?—Yes.

6768. Therefore it comes to this, does it not, that you practically have charge of the barracks *quâ* accommodation, and the Inspector-General of Fortifications *quâ* the property, and the maintenance of the barracks, and you are both advising the Secretary of State from time to time on very cognate subjects?—Yes, the work is very much interlaced.

6769. To a certain extent it may be said to overlap?—Yes.

6770. When it is determined to build new barracks the Inspector-General of Fortifications seems to come in at rather an early stage. Is there any reason why the General Commanding in a district should not settle the question as to the site entirely, he having the Army Service Corps' officer and the Commanding Royal Engineer and the Medical Officers all at his disposal to assist him?—I do not think the General Officer commanding a district could do that in the case of a large new site; I think that should be settled here.

6771. You think it is necessary, do you, to bring in the central authority?—Yes. Take, for instance, the sites for the barracks on Salisbury Plain; they were decided upon, I believe, practically by the Commander-in-Chief, the then Quartermaster-General, the then Inspector-General of Fortifications, and after that the sites were inspected by the Quartermaster-General, and the Sanitary Committee. I do not think in a large question of that sort it ought to be left to the General Officer commanding.

6772. It is too important a matter, you think?—Yes.

6773. (*Sir Charles Welby.*) That was an unusually large matter, was it not?—Yes, of course. There are questions as to certain sites which, I think, might very well be settled in the district; I mean as to quite small buildings.

6774. (*Chairman.*) Would you limit the authority of the General Officer Commanding to a fixed amount?—I think there would be no difficulty in doing that.

6775. A money limit, I mean. The amount, I suppose, would show the importance and magnitude of the building?—I think, perhaps, except for very small things, it would be advisable to have the site question sent up to headquarters, because the local man may have a fad about it whereas the question would be quite dispassionately treated here.

6776. Do you mean to say at headquarters there would never be a fad?—I do not think there would be the same risk of it.

6777. In such questions as the acquisition of ranges the Quartermaster-General and the Inspector-General of Fortifications come a great deal into contact, do they not?—Yes, and the Adjutant-General; we are all three mixed up in it.

6778. Would there be any possibility of centralising that work in any one of the three high offices; could the Quartermaster-General take charge of it entirely?—Well, he at present has got no expert officers with him to decide as to safety, for instance.

6779. He would want the Adjutant-General's assistance there, would he?—The Adjutant-General provides the musketry officers, who examine ranges carefully in that respect.

6780. (*The Secretary.*) Do not they do that under the General Officer Commanding—you would have power over the General Officer Commanding to order that inspection, would you not?—I think, if I recollect rightly, in some of those case experts are sent down

from the School of Musketry. I think that might be simplified.

6781. (*Chairman.*) You might call on the School of Musketry to give you expert advice, or ask the General Officer Commanding, might you not?—I think one Department or the other might be charged with it entirely.

6782. Where does the Inspector-General of Fortifications come in, particularly as regards ranges?—Construction and purchase of land.

6783. Then where does the Quartermaster-General come in if the Adjutant-General settles the question as to musketry?—The Quartermaster-General is concerned in all questions of acquisition of land.

6784. With regard to the distance from barracks, and all that kind of thing?—No, except that he is concerned as to all matters of acquisition of land.

6785. But how is he concerned?—He does not conduct the purchase, but he has a word as to whether it is suitable for the particular purpose, or not.

6786. (*Mr. Gibb.*) Who decides the foundation question of all about a rifle range, as to whether it is expedient that a rifle range should be provided in a particular place?—The Adjutant-General, because he has to say the range is required at such and such a place for the training of troops.

6787. (*Chairman.*) When the Adjutant-General has decided for the purpose of training troops that a range is necessary in such a locality, and when the Adjutant-General, the Quartermaster-General, and the Inspector-General of Fortifications all come in, how do they come to an agreement on the question by personal conference, or an exchange of minutes and correspondence?—I should say by both. A great deal is done here by personal conference.

6788. Would that personal conference take place from time to time, or is there any regular provision for meetings at stated intervals at which these officers concerned would discuss the question?—I think not.

6789. Would a matter of that kind be dealt with by the Army Board?—No.

6790. Would it have been dealt with in old days by the Adjutant-General's meetings?—I cannot call to mind a case. I have been to a good many Adjutant-General's meetings, but I do not remember such a case, there may have been.

6791. The Adjutant-General's meetings did get through a great deal of business, did they not?—Yes, they were held as often as the Adjutant-General considered necessary. If my memory serves me rightly, if he had a case on which he wished to have the opinions of other people, he put it on one side until he had enough subjects to call a meeting upon, those subjects were brought up seriatim and discussed verbally.

6792. The Adjutant-General's meetings have been superseded, have they not, by the meetings of the Army Board?—I do not speak from absolute knowledge, because it was before I came here; but I think that they were ordered to be discontinued because there was no representative of the War Office pure and simple on them.

6793. The War Office pure and simple, meaning what?—The civil side; that is my recollection of it.

6794. (*Sir Charles Welby.*) Was not the reason rather that the Adjutant-General under the arrangements of 1895 ceased to be Chief Staff Officer to the Commander-in-Chief, and therefore ceased to be responsible for the general management of the business on the military side of the office as he was formerly held to be?—I know the change was made.

6795. (*Chairman.*) In your opinion does the Army Board meet frequently enough; or would business be got through more quickly if it met more often?—I should like to see it meet regularly.

6796. You would like to see it meet regularly at stated intervals?—Yes, I think it would be very useful.

6797. It does not do so now, does it?—No, we have only had, I think, one or two meetings in the last two months, or something of the kind.

6798. Does the number of meetings depend now very much upon the disposition of certain people who may summon the Board?—It is at present adjourned until any member has some specific question to bring up.

6799. Do you think if it met like a Board of Directors once a week or once a fortnight, people would get together and discuss things, and work would go through more rapidly?—I think it would be very useful because it would enable the right hand to know what the left was doing, and *vice versa*.

6800. (*Mr. Mather.*) Whose duty is it now to call the Board together?—I say at present the Board stands adjourned until any individual member of it has any specific business to bring up.

6801. To whom would he mention this?—To the Secretary; he is the official known in this House as D, the officer in charge of the Mobilisation Branch, Colonel Lake.

6802. (*Sir Charles Welby.*) Constitutionally it would be the business of the Commander-in-Chief to call the Board together to discuss any question which had been referred to it by the Secretary of State, I presume?—Yes, it is all laid down.

6803. (*Mr. Mather.*) But you can move, can you not, that the Board meet by its own action, by giving notice of the fact that you have something you desire to consult the Board upon?—Yes.

6804. They would take note of that and call the Board together?—Yes.

6805. As a matter of fact, I suppose the heads of Departments do not often suggest measures they desire to have consultation upon. Have you a case in your own experience where you have moved the Board to meet?—No, because until lately, until this year, we used to sit from two to three times a week.

6806. Then it is the war, I suppose, which has put you off meeting?—No, on the contrary, the war made us meet so frequently.

6807. Then why do you say "until last year"?—Until the beginning of this year I say. Until the beginning of this year we were sitting certainly on an average twice a week.

6808. (*Chairman.*) That is, during the war period?—Yes.

6809. But before the war were the meetings infrequent?—I have no knowledge.

6810. Does it seem to you that there is a want at the present time of close co-operation between the various Supply Departments of the Army owing to their not having any Board at which they meet regularly together?—I think I have just said that I think it would be a most excellent thing that the Board should meet regularly.

6811. You know the Indian system well, I presume, as regards the meetings of the Board?—I am afraid I have no knowledge of the Indian practice.

6812. I thought, perhaps, you would be more or less familiar with it?—No, not *quâ* Board meetings.

6813. It was not as to Board meetings; but my point was that a Board meeting of three officers would supply, to some extent, the central direction which you get in India of all the Supply Departments working under one man?—The Accounts, Supply, the Director of Works, and the Ordnance?

6814. Yes, practically, the same Departments as here, plus the Accountant-General's?—Yes.

6815. (*Mr. Mather.*) The Accountant-General is represented on the Indian Board?—So he is on this Board.

6816. (*Chairman.*) My point was that the Army Board by bringing all these people together was, to a certain extent, a substitute for the unity of administration and co-operation between Departments which is given in India, after their being all put under one man—a military member of the Council. He does not call them together as a Board meeting, as far as I know, but he is responsible that they all work together, and that the work goes through quickly?—I think you may say that the Accountant-General is represented on the Army Board; he attends the meetings.

6817. As regards the Army Service Corps officers, I do not suppose they can be charged, can they, with the maintenance of barracks; they have a good deal to do with them as it is?—You mean with keeping them in repair?

6818. Yes?—I think not.

6819. Such a suggestion has been made?—I think not—they have plenty to do with their present work.

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6820. In the event of a larger measure of decentralisation being carried out here, assuming that the present districts were grouped into larger districts, and the General in command of a district wanted someone at his elbow to give advice about making contracts and small leases and various matters of that kind, would the Army Service Corps officer be the proper person to help him in those ways?—I do not know that at present he is educated for it.

6821. Could he be educated?—He could be.

6822. We have heard a good deal about the necessity of generals having what is called a financial adviser at their elbow. It seems to me that what the General wants is a man who can help him in making contracts and leases, and a man who can give him advice as to what should be done according to the regulations?—I do not think the Army Service Corps man could do that; I do not know that he knows very much about contracts and leases.

6823. Your Army Service Corps officer when he goes abroad has to make contracts right and left, has he not?—Yes, for supplies.

6824. And the contracts in a district would be chiefly for supply, would they not?—Yes.

6825. And on that point a General might want assistance and help, and I suppose the Army Service Corps officer would give him that help?—Yes, in fact, he makes the contracts at present.

6826. And if a General has more financial powers generally as to purchases and leases and renting land would the Army Service Corps officer be the natural man to help him?—Yes, I think so.

6827. I think you have given us the opinion before, it I am not wrong, that in your view the Paymasters should be under the Quartermaster-General?—No, I have not given that view.

6828. Is that your view?—I think so. So long as you have an organised body of military officers—men who hold commissions, and clerks who are soldiers—I think it is desirable that they should be under a military head.

6829. You think, do you, that so long as the Paymasters are military men, they ought to be under a military officer?—I think so. I think it is wise, but I have not said anything about it before.

6830. Have you any views as regards the employment of military as against civilian clerks in your own Department?—Yes. In Q.M.G. 1, I think the employment of civilian clerks is desirable; I think we get greater continuity. We have to deal with questions as to barracks for instance, and I think we get better continuity.

6831. May I ask whether your remark applies to Higher Division clerks, or to Second Class clerks, or to both?—I am afraid I am talking of the clerk generally.

6832. You are not discriminating?—I am not discriminating. I mean the clerical establishment. As regards Q.M.G. 2, I think the civilian clerk is also desirable; and I will tell you why. If we employed soldiers in that Branch, I am afraid that all sorts of news about intended moves and information of that kind would be made public, and that there is greater safety and greater certainty of that information not getting out under the present clerical establishment.

6833. You mean that if you had military clerks they would have military friends?—Yes; they would write and say: "My dear Bill, the 2nd Yorkshire goes next year to so and so." That is human nature, and I am sure it would get out. As regards Q.M.G. 3, the Supply Branch, that is at present worked by military clerks, and is doing very well. Q.M.G. 4 also employs military clerks; there is no object in changing there.

6834. Q.M.G. 4 has three military clerks and one civilian clerk?—No, I think their head man is a Quartermaster, if I recollect. I think they are all military clerks. Q.M.G. 5, the Pay Department, in the same way is worked by military clerks, and they do very well. Q.M.G. 6 is also worked by military clerks; but the first two branches I should prefer to see remain as they are at present.

6835. For special reasons?—Yes.

6836. Then I gather from what you have said, that you would like your divisions to be either entirely

military or entirely civil, as the case might be?—I do not think a mixture is good.

6837. Do you think the military clerk is as good as the Second-Class Division civil clerk?—I am afraid I am not competent to give an opinion. I have looked upon a clerk as a clerk, and I am afraid I do not know much about the different Divisions. I think you want a head man to keep them in order.

6838. Are you in favour of military clerks moving backwards and forwards to districts, or is it your view that when once a clerk comes here he should remain here?—I would rather that he remain here; it is everything to preserve continuity.

6839. One argument we have heard in favour of military clerks is that in a district there is an insufficiency of good military clerks. Do I understand that you are in favour of a military clerk once coming here remaining here?—I should like him to remain here. According to my experience a man takes a considerable time to be in an office before he is of any real use.

6840-1. (Sir George Clarke.) May I take it that with the exception of Q.M.G. 1, and Q.M.G. 2, you think generally the work of military administration should be carried out by military men?—I think I have just said so.

6842. So that practically the civil work of the War Office as a whole would be limited to account and audit?—Yes, generally speaking, and as regards Q.M.G. branch, limited to Q.M.G. 1 and Q.M.G. 2.

6843. I am speaking of the War Office generally—taking it as a general principle?—Yes, as a broad principle.

6844. Practically, the civil work would be account and audit?—Yes, except as above stated.

6845. You have said, I think, in your memorandum, that the Departments should be as little as possible interfered with in the administration of expenditure under their votes. Does that mean that in your opinion there is now rather too much interference with the Heads of Departments in the administration of their votes?—No, I do not know that there is much, but I think it would be as well to have them left alone and not interfered with. I think I had in my mind some specific case when I wrote that.

6846. Is it your experience that questions arising which affect you and the Adjutant-General and the Inspector-General of Fortifications take a long time to settle now in correspondence?—Not as regards the Adjutant-General, for the simple reason that he is in a room close to mine, and if I have any question that I wish to consult him about, and to ask his opinion upon, I can go in with the paper in my hand, and we can talk it over together. But the Inspector-General of Fortifications is at some considerable distance, and therefore it is more convenient to write, we cannot always be running backwards and forwards.

6847. Then you think that correspondence between yourself and the Inspector-General of Fortifications does sometimes take a considerable amount of time?—It is bound to.

6848. And you think that the remedy for that is to bring such questions of mutual interest before the Army Board, do you?—There are many questions that could be settled between the Inspector-General of Fortifications and myself that are not of sufficient importance to bring before the Army Board, and ought not to be brought before the Army Board, but if the Inspector-General of Fortifications was in these buildings, there are numberless things that we should probably settle in a very much shorter time than it takes now—we are obliged to write really.

6849. (Mr. Mather.) You telephone frequently, I suppose?—Yes, but it is not the same thing as an interview.

6850. I am not speaking of the important matters, but of ordinary matters?—Yes, but it all means delay, the making of appointments, and so on.

6851. (Sir George Clarke.) As a broad principle of administration, do you think it would be an advantage to bring the Supply and Works Departments under a single head?—No, I prefer the present system. I might be allowed to say that if you want any really accurate detailed information as regards the relations between Q.M.G. 1, and the branches of the Inspector-General of Fortifications, you cannot do better than ask Colonel Skinner to give you evidence. He has

been Q.M.G. 1, for the last seven years, and has the most intimate and accurate knowledge of the work, and I think you can absolutely depend on any information he may give you.

6852. (*Colonel Miles.*) Your experience as Quartermaster-General has been throughout the war period, has it not?—Entirely. I never was in the branch before.

6853. The Committee have had it from the Adjutant-General that during the war you have had unlimited power with the Finance Branch. I will put it in another way—that increased power has been given to the Military than is given during ordinary times of peace, during the war?—I think any question of great expenditure was brought up at the meetings of the Army Board; I have never authorised personally any large expenditure without communicating with the Accountant-General.

6854. Generally speaking, is it not correct to say that this stress of war has imported a great difference into the relations between the Military and the Finance Departments?—Necessarily.

6855. With regard to Q.M.G. 2, you spoke of the importance of keeping the movements of troops secret?—Yes.

6856. Do you attach great importance to that?—Yes, I think it is a very good thing, and I can give you the reason. As nobody knows better than yourself, you have frequently to make changes, and if nothing has got out nobody is injured—you are not flooded with letters of complaint.

6857. On the other hand, the changes are the exceptions, and would it not be better that people should know a long time before they are changed?—I do not know that there is any necessity so long as reasonable time is given; I think sometimes unreasonable time is wanted.

The witness withdrew.

TWENTY-THIRD DAY'S MEETING.

SEVENTEENTH DAY'S EVIDENCE.

At the War Office.

Thursday, 28th February 1901.

PRESENT:

MR. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.O.M.G.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Major-General Sir COLERIDGE GROVE, K.C.B., examined.

6863. (*Chairman.*) You have been Military Secretary since 1896, and before that, I believe, you held a variety of appointments in the War Office, including the Private Secretaryship to the Secretary of State?—Yes.

6864. In your memorandum on page 1, paragraph 2, you caution the Committee by saying that your suggestions, though they will expedite the conduct of business at the War Office, yet will not give the country an army. Then you say, "I have no wish to travel beyond the reference to the Committee or to enter upon matters not placed before it. I therefore confine myself to saying that, in my opinion, the causes of the defects in our military system lie far deeper than in such questions as the distribution of work at the War Office." Of course, we are not considering here how to get a better Army, but we are considering the facilitating as far as we can of the business at the War Office?—I merely wrote that to guard against the possible misapprehension, that these changes would produce more effect than I anticipated from them.

6858. (*Sir George Clarke.*) Do not you think disciplinary measures would suffice to ensure the inviolability of news of that kind?—No, I do not.

6859. Is it not so with the department of the Director of Intelligence, where many secrets are entrusted to soldiers?—They are supposed to be secrets of an important nature, but I am afraid you would not get soldiers to look on the movement of a regiment as an important thing.

6860. (*Sir Charles Welby.*) I should like to ask about the relation of your department with other departments in regard, particularly, to the provision of ranges. I quite understand that the Adjutant-General, as responsible for the training of the Army, is the officer on whose requisition the range is required; and, I understand, when the requisition has been made it is the Inspector-General of Fortifications' business to acquire the land and to construct the range, and make such works as are necessary to use the land for firing purposes; but it is not clear to my mind where the Quartermaster-General comes in. What do you conceive to be your particular function in regard to this matter of the acquisition of ranges?—From time immemorial anything connected with the acquisition of land has been dealt with by the Quartermaster-General I believe.

6861. Do you think it is really more a matter of tradition than of sheer necessity?—Yes, I do not know why you should mix up three people in it.

6862. As a matter of fact, the Quartermaster-General is very much in the position of a post office between the Adjutant-General and the Inspector-General of Fortifications in regard to ranges, is he not?—Yes; but I think you would get very much better information on that point from Colonel Skinner, because he has been actually working the details and I have not.

6865. Your first positive recommendation after giving that caution is as to the transference of the Accountant-General's Department to the Military side of the War Office?—Yes.

6866. You give several reasons for that. You say, "The separation of finance from the Military Department does harm in two ways. In the first place, it leads the Military officials at Headquarters (and indeed the Army generally) to look upon finance as a matter with which they have no concern"?—Yes; I think it does.

6867. You further say, "They think of the advantages which will accrue if some particular proposal is carried out, but they do not think of the fact that its carrying out may mean the diversion to it of a certain amount of money which might be better spent on something else." Does that point in your opinion to having some centre and head of Military administration, involving expenditure, who would be able to keep before him all the various proposals coming

*Lieut.-Gen.
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27 Feb. 1901.

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28 Feb. 1901.

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K.C.B.

23 Feb. 1901.

from different quarters involving expenditure. The thing which presses on some of us now is, that all sorts of proposals are put forward for Military expenditure, and it really to a certain extent is a chance which one is successful, because there is no one who correlates them altogether?—It is not sufficiently done; under the present system the proposals for estimates are submitted to the Army Board before the Estimates are decided upon; but that is not a properly constituted body, according to my mind, to deal with those detailed questions. Really the man to do that is the Commander-in-Chief; he is the only man who can properly say with regard to Army services of various sorts which are fighting with one another for precedence, which are the most important; and to enable him to do that he must of course have under him a proper staff of officers, who are capable of giving him accurate information with regard to the financial bearings of all these proposals. He already has a Branch which to certain extent can advise him on their relative Military merits, namely, the Mobilisation Branch, but the Military side of the War Office at present is not equipped with any power of accurately going into the financial aspect of these different things; and that is what I should like to see it furnished with. I think then that the Commander-in-Chief would be able to do what you have just indicated that it is desirable some one should do.

6868. Would not there be a danger in that case of throwing too much work upon the Commander-in-Chief and detaching him from his real work of Commanding and training the Army?—I should like to answer that, if I might, with a question. Is that his real work or his only real work? Is not his real work also to decide what sort of an Army we shall have? The executive work of training an Army is much more easily delegated to Generals in Command and to others than is the power of constructing an Army. The difficulties in our Military system arise very much from the fact that we have never clearly made up our minds what Army we want to have; and I venture to think that the most important part of a Commander-in-Chief's duties is advising the Secretary of State, and through him the Government, as to what is the best Army—putting it quite simply—that we can get for a given sum of money.

6869. Then there arises another question. The Commander-in-Chief having given that advice, would you place on the Commander-in-Chief the responsibility of keeping a general watch over Military expenditure and of supervising and causing to work together all the great Supply Branches?—Certainly I would.

6870. You would put all that upon the Commander-in-Chief?—Yes; and I go so far as to say that I do not think, until you do that, you will get real economy, by which I mean the best return for the money spent.

6871. You are aware, no doubt, though I do not think you have actually served in India, that, in India, the responsibility for the working of all the supply departments and keeping a general view over Military expenditure is placed on a Military member of Council, apart from the Commander-in-Chief?—I am. Of course, I cannot speak with knowledge, but I have generally heard that, although the Indian system produces considerable efficiency, it is not a very economical one. I may be wrong in this, and, as I cannot speak with knowledge, of course, I do not wish to lay any stress on the opinion.

6872. Assuming that the Indian system does not produce economy, would you attribute that to the fact that the whole responsibility is not centred in the Commander-in-Chief?—I think that what you want is not only that the responsibility should be centred in the Commander-in-Chief, but that he should have a somewhat wide latitude in utilising any savings that he makes. You want those two things to go together; you want to make it worth while for economy to be exercised in some directions in order that the money thus saved may produce something else which is very much wanted in others.

6873. You do have that incentive to economy in India, but the economy there is practised not by the Commander-in-Chief, though he is aware of it, but by the Military Member, who is responsible for the general expenditure of the Army, and for the conduct of the business by the various supply departments, and who is aware of all the military proposals coming forward?—Yes, the fact being that there the Commander-in-Chief rather holds the position of an executive Commander-in-Chief, and of being, of course, adviser to

the Government generally with regard to general military questions, but not the only adviser; he has side by side with him another adviser, the military member of Council.

6874. Who chiefly advises, does he not, on questions relating to Army expenditure, and to the work of the Supply Branches, more than on purely military questions?—I fail to see myself any advantage that arises from that separation, and I do see a disadvantage, that it must tend to make the Commander-in-Chief less careful as to the financial bearings of questions than he would be otherwise. If it is someone else's business to look after them, he naturally will not look after them so carefully himself as he would if it were his own duty.

6875. If he had to think out the financial consequence of every proposal, you mean?—Yes.

6876. In India he would confer with the military member on every proposal, and it would be for the military member to think out and explain to him, in the first instance, the financial consequences?—Yes; from this results the feeling which now exists so very strongly, not only in the Commander-in-Chief's offices, but all through the Army, that they have nothing whatever to do with the question of how the thing proposed is to be paid for.

6877. There is not the sort of prejudice which you remark upon in your memorandum, between the civilian and military in India as regards finance. The financial control of the Army there is mainly military, and I am under the impression that there is not the same disposition for soldiers to put forward anything, I will not say recklessly, but inconsiderately, because it is entirely the work of the civilian to criticise and to pick holes and to analyse proposals?—As I say, not having been in India, I cannot say. I have no wish, of course, to make out that my own profession is more wasteful or unwise than is really the case, but I do think that there is a very considerable tendency in soldiers to think only of what they want to get and not of what it will cost. As to one thing which you said, in order to guard against possible misapprehension, I should say that I do not at all ask or suggest that all the account keeping should necessarily be done by soldiers. Let the people who have to do it be civilians by all means, they will probably be able to do it better; but let them be in the Commander-in-Chief's office.

6878. Do not you then come to the difficulty, or the alleged difficulty, of civilians and military working together?—I do not think experience shows that there is any difficulty about it; they have worked together in the War Office for a great many years on very good terms indeed. The military officers in the War Office have principal and senior and other clerks, all of whom are civilians and who do most excellent work.

6879. To come back to the other question, as to putting all this responsibility of supervision on to the Commander-in-Chief, are not the general lines of the Indian system—that of having a Commander-in-Chief and a military administrator or minister, lines which have commended themselves in most continental countries?—The systems of the various continental countries, so far as I know them, are very various in that way. Take, for instance, Germany,—there, of course, the Emperor is the active executive and administrative Commander-in-Chief of the Army in every way.

6880. But there is a War Minister who is the administrator, is there not?—There are plenty of people under him, but he really actively takes into his own hands the decisions on all important questions, as far as I know.

6881. But does not he relegate the administration of such departments as the Supply Departments to the War Minister?—I do not know exactly how it works; but I should imagine that he did just the very thing you were speaking of just now, that is to say, that he viewed the proposals as a whole, took their financial aspects into consideration and then decided which of them should be most pressed forward.

6882. As things are now you do not regard the Army Board, I understand, as a sufficient machine for centralising all military proposals and keeping a general purview over the expenditure?—No, I do not.

6883. Is that partly because the Board meets at irregular intervals, or do you consider that, as it is constituted, that Board, even if it met more regularly, would not be a proper machine for doing that?—I do

not myself think that a Board is ever a good machine for going into questions of detail. I will not say that the Board might not, if it met more regularly and considered these things for a longer period and more at leisure, do this; but then you are, of course, taking away from their other duties for some considerable time the heads of all the important branches of the War Office. I will not say that it is not possible for the Board to do what you suggest, but I think it would be a very cumbrous way of working. The better plan is for the Commander-in-Chief—in the main—to decide these questions, summoning the Army Board into consultation when he considers a general discussion desirable.

6884. Then in your memorandum you go on to say that if this sort of financial responsibility (for it amounts to that) was placed on the Commander-in-Chief, then in that case he could delegate financial responsibility to the General Officer Commanding?—Yes.

6885. You say that you would make the General Officers Commanding absolutely responsible for the complete financial bearing of all the proposals they put forward?—Yes.

6886. And there must be no separate Accountant-General's Department to take this load off their backs. Would there not be a possible danger of rather taking away General Officers Commanding from other work, and somewhat turning them into financiers or clerks?—I think they would put forward fewer proposals very likely. I think they would be very careful indeed how they put forward things; and we should have to see that they did their other work. I do not think there would be much fear of their neglecting it, and the more they could decide for themselves and the less they had to refer, the less I think would their work become.

6887. Are not the Generals, as it is, given rather too much clerical work?—Yes, I think they are, certainly.

6888. And do you not think, then, that such a suggestion would add to the clerical work?—No, because I am in hopes if this were done it would diminish the clerical work all through. The decentralisation which would result would stop clerical work by enabling General Officers to settle things themselves instead of referring them up to us.

6889. (Sir George Clarke.) Then you think that a great deal of the General Officers' time is now consumed in correspondence with the War Office?—A very great deal.

6890. Much of which might be removed?—Much of which might be removed if we could delegate to them larger financial power.

6891. (Sir Charles Welby.) Is it quite clear that it is a quicker process to settle a case for yourself than to write a letter to someone else and ask that someone else to settle it?—I should say so, certainly.

6892. I mean, as regards your own particular work, or the amount of work which is entailed upon the individual. Would not the fact of the General having to decide these very knotty points himself mean that he would have to spend more hours in his office than he does under the present circumstances?—No, it might when he was beginning the work, just at first, but after that I do not think it would.

6893. (Chairman.) I suppose that would depend to some extent on the staff given him to assist him?—Yes, to some extent.

6894. (Sir Charles Welby.) But the staff, I take it, under existing circumstances write the letters asking for decisions; the General does not do that himself, does he?—This depends on the question concerned. Some letters are written for him, some he probably writes himself. Under any circumstances, the question goes up to him first of all, and he decides whether or not it shall be referred. I think you must take the General and his working staff as one; you cannot separate the two. I must say with reference to what Sir Charles Welby was saying, that my own personal experience is that whenever I can decide things myself, the work goes much more quickly than when I have to refer them.

(Sir Charles Welby.) I do not doubt for a moment that the work would go more quickly; I was only doubting as to whether it would save you and your staff labour.

6895. (Sir George Clarke.) Then you do not think that a greater delegation of duties to Generals commanding districts would in the least tend to withdraw them from their duties of training of troops?—No, I do not think it would.

6896. (Chairman.) To pursue your memorandum, you point to the disadvantage attending the separation of finance from the Commander-in-Chief's office, and you say that wherever one branch or department is constituted to check or review what is done by others, it grows to an enormous size, by some curious natural law?—I am not prepared, of course, with facts and figures to show anything of the kind historically, but I fancy it is a pretty constant experience.

6897. But you have given the Committee some figures, and you say that the War Office list shows that the whole of the Commander-in-Chief's Department employs 499 men, and that the finance Branch employs 470 officials of various classes. The inference from that is, is it not, that very nearly as many men are employed to review the work as are employed to do the work, namely, 470 as against 499?—I did not mean that they were all employed to review the work, because of course, a good many of them are doing the financial work—they have to deal with the questions of supplies and contracts and pay, and all the rest of it. What I did mean was that the people employed in managing the finances—or perhaps I should rather say the accounts—of the Army, bore a very large proportion to those managing the rest of its administration, and that this was partly due to the growth of the checking branches.

6898. But surely these 470 finance officials cannot be compared in any way, can they, with the 499 officials of the Military Departments, because the 470 finance officials, so far as they review the work, do not only review the work of the 490 men in the Military Departments, but they review and check the work of all the districts and stations all over the Empire?—They do; but then those stations and those districts have their own financial people as well; they have their paymaster, their supply people, a whole staff, in fact, of people to look after pay, supplies, and ordnance stores, in which these financial questions come in; therefore, if you were to add all the people who are employed on these duties in the districts to those up here, you would arrive at a very large total indeed.

6899. At a larger total, no doubt, but not at so large a total as to justify your ratio of 490 to 477, as the Finance Department here is not only checking the work of the clerical staff in the districts, but it is checking the financial work arising out of the Army as a whole, is it not?—No doubt that is so.

6900. It seems to me therefore that your comparison does not lead one very far?—I do not say that it does. I take it in this way. The Military branch at Headquarters has below it in districts a large staff, beginning with the General Officers and going down to the staff officers and their clerks, and so on, and it has to look over all their work and to deal with other things as well. Similarly the Finance Branch at Headquarters has out in districts a certain staff and it has to overlook their work, and to deal with other financial work as well; and I compare these two. But I make ready to admit that it is a very rough comparison.

6901. To refer again to the transfer of the department of the Accountant-General to that of the Commander-in-Chief, would it be your idea that the Accountant-General should still continue to be a civilian with a civilian staff under him?—I see no objection whatever to his being a civilian, and I think you are more likely to find a civilian properly fitted for it with the requisite training and capacity than you are to find a soldier. But I would take either soldier or civilian indiscriminately according to which offered the most suitable man.

6902. In India the Accountant-General is entirely a military man, is he not; and one of the arguments urged in his favour is that the service being entirely recruited from officers it has greater understanding as to the needs of the Army, and it gets on much better with them?—I think there is a great deal in that, and I should like to qualify what I said just now by saying that if you can get a soldier with the proper qualifications he would be preferable to a civilian.

6903. When you say "if you can get a soldier," does that imply a doubt in your mind as to whether you

Major-Gen.
Sir C. Grouse,
K.C.B.

28 Feb. 1901.

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

can?—You see the whole trend of what I have been saying is that unfortunately soldiers are not educated much in finance, their training does not go that way. I can think of a few men who have got what I call financial minds, but they are not common in the service.

6904. Finance is a rather vague word to use, is it not? It does not seem to me there is much finance in compiling estimates or seeing that expenditure goes along according to estimates or according to regulations?—That is quite true as regards the work of the Accountant-General; it is not, as you say, finance; it is more account keeping.

6905. I do not know if you saw the "Times" this morning?—Yes, I did.

6906. There is a long letter from Sir Ernest Cassell as to whether or not the Chancellor of the Exchequer was justified in raising the money for the war in the way he has done. That I should be inclined to call finance. And all the questions treated in that letter are entirely different from anything which would arise in connexion with the Army?—Yes. In speaking before you I have been using the word finance as more in the sense I refer to it in my minute, which is that of realising that however liberal the nation is there must be a limit to the amount it can spend on its Army, and of very carefully thinking out and arranging how with that money to get the most completely equipped and efficient army.

6907. For an Accountant-General who has to criticise and arrange estimates, and see that the expenditure is carried on according to regulations, finance in the strict sense of the word is not necessary, is it?—I quite agree.

6908. It is really a matter of common sense and of a good memory, is it not?—Yes, I agree. But in all work previous training is of advantage, and soldiers get little training in account keeping.

6909. It would seem to me that those qualities could be, if I may say so with all deference, found equally in soldiers as in civilians?—I hope so.

6910. May I take it that your view would be that, supposing the Accountant-General's Department was transferred to the Commander-in-Chief, it would be, more or less, immaterial whether it was Civilian or Military; but that, on the whole, you would prefer it to be Military?—Yes, that would exactly express my view.

6911. In paragraph 7 of your Memorandum you say: "The number of small matters which, under the Royal Warrant for pay, require the approval of the Secretary of State before action can be taken, have 'diminished of late years, but are still far too many.'" Is not this possible partly because the Commander-in-Chief is now charged with an unreal and impossible supervision and responsibility?—In what way do you mean?

6912. You say that the Commander-in-Chief should be charged directly with the whole administration of the Army under the general control of the Secretary of State. At present, so you argue, far too much of this direct administration is carried right up to the Secretary of State, with the result of overloading him with detailed work which could be better done by men with military training. A Commander-in-Chief really could not conceivably deal with all at this work, and as there is nobody at the War Office in the position of the Military member of Council in India, all that work necessarily goes to the Secretary of State, does it not?—But a great deal of the work which goes up to the Secretary of State is work that the Commander-in-Chief could deal with, and it is even work which he might delegate to some one below to deal with, but for the fact that under the warrant all these things require the approval of the Secretary of State. Take such a case as the appointing of a Military officer to be an instructor at Sandhurst or Woolwich, or of one to serve with the Egyptian army. The Commander-in-Chief could make such appointments perfectly well; indeed, in a good many cases he might leave the selection to General Officers Commanding Districts. But as matters stand now, the appointments I have named and many other trifles come right up to the Secretary of State. I ought, however, to add that a good deal has been done latterly towards reducing their numbers.

6913-4. I suppose the approval of the Secretary of State is formal, is it not?—Of late years there has been, of course, a change, and the tendency has been to allow more and more local appointments. Still, far too many things go up almost formally for the Secretary of State's approval, and come back equally formally and are promulgated. This all means extra work in this office, and it prevents the power of getting the thing away and sending it below.

6915. Is there any reason for that?—I think the reason is that these things have all an indirect or a direct effect on expenditure, and it is not considered safe to entrust the Commander-in-Chief with any control over expenditure.

6916. I suppose the estimates provide for a certain number of instructors, and really as regards expenditure it is immaterial whether it is Captain A or Captain B who is drawing the allowance?—That is so, but the submission goes on just the same.

6917. (*Sir Charles Welby.*) But should you not say that the reason why these cases are referred to the Secretary of State is not so much a financial reason as to enable the Secretary of State to be aware of what is going on, and that it is a simple machinery for letting him know of new appointments which are made, so that if he is questioned about them in Parliament or elsewhere he could have a knowledge of what is going on in the office, and that though it may lead to a few hours' delay it has practically no effect in hindering the work of the office?—I think it hinders it, because it increases it.

6918. But it just puts the Secretary of State in a position to exercise, if necessary, a power which constitutionally lies in him, but which as a matter of fact he does not want to exercise once in a thousand times.

(*Mr. Mather.*) As a matter of fact, the Secretary of State would never be expected by Parliament to take the slightest notice of, or know anything about such a case as General Grove has put. The only thing they want to know is whether the Army is efficient or not; but as to the inter-departmental arrangements or the rights of one captain or another to a post, I cannot see how the Secretary of State would have that in mind.

(*Sir Charles Welby.*) With regard to the appointments of lieutenants and captains I am very much surprised to hear they do go to the Secretary of State.

(*Witness.*) They do in a good many cases. With regard to what Mr. Mather was saying just now, may I say that some years ago I happened to be in the House of Commons on—if my memory is correct—two nights running. Lord Randolph Churchill got up the first night, and in the course of his speech about some Military question (I forget what it was) complained very much that we did not have in England the German system, which made the commander of a company responsible for its clothing and pay and everything of that sort, and that whereas in Germany this company commander was an autocrat in that way, here all such things had to be referred to the War Office. The House was entirely with him, and his speech was a good deal applauded. The next night, I think it was, I was again in the House of Commons, and the Secretary of State was asked to explain why it was that the General Officer Commanding at Aldershot had allotted a certain quarter to a volunteer officer and not another quarter; and the Secretary of State was called upon by the House of Commons to explain and practically to defend a minute matter of Military action.

6919. (*Mr. Mather.*) You mean by some individual, an eccentric member of the House of Commons, not by the House of Commons itself?—By a member certainly. Whether eccentric or not I cannot say; but I know that similarly minute questions on Military matters are asked daily when the House is sitting.

6920. (*Chairman.*) In your memorandum you also state that "There is a steady tendency at the War Office, due to outside causes, which it would be beyond the scope of the Committee's reference to enter upon, for the Secretary of State to do more and more of the Commander-in-Chief's work, a confusion of functions which cannot be attended with good results." Would one of those outside causes be increasing inquisitiveness on the part of the House of Commons?—That is the main cause. The Secretary of State has to defend, or to answer at all events, in Parliament, for the actions of Military

officials; and the consequence is that the tendency is more and more, independently of any individual character of the Secretary of State, for him to require that these sort of things should be submitted to him before action is taken, or, in other words, for him to be gradually forced, by conditions which he cannot control, into becoming more or less Commander-in-Chief. The result is injurious to the Army, which does not know who commands it, and is equally injurious to administration, for it causes over centralisation and useless work.

6921. (*Mr. Mather.*) May I suggest to you that no one, I think, in the House of Commons expects the Secretary of State to be answerable for all the events upon which they may put questions; but as there is no one in the House to answer questions of the kind but the Secretary of State, he is the channel through which such questions must go, and as they cannot question the departments by calling at the departments and asking questions privately, members naturally put questions on the paper in order to enable the Secretary of State to have them answered on another day. The House does not expect the Secretary of State to have all these things in his mind and give a reply at once?—No, but they expect him to control the actions which give rise to the questions. They hold him responsible, and they attack him if they are displeased. Take, for instance, this simple example. A Military order is given that a man is or is not to wear a particular decoration or ornament on a particular day. The Secretary of State is the man who has to defend that order.

6922. (*Chairman.*) He is a party to the order before it is given, is he not?—That is precisely it. He gradually gets to say: "Before General Officers give these orders they must let me know in order that I may decide whether they are right or not," and the Military direction of the Army passes from the Military officers to a civilian exposed to the political pressure of the parties in the House of Commons.

6923. (*Mr. Mather.*) Those are questions of a political bearing, and in matters of political bearing no doubt a discreet Commander-in-Chief would consider it his duty to inform the Secretary of State on such affairs?—But my experience is that all these matters tend to have—I do not know whether I should call it a political side, but they have this side—that the Opposition is anxious to show that what is being done by the Government for the time being is unsatisfactory.

6924. (*Chairman.*) Whatever the Government does?—Whatever the Government does.

6925. (*Mr. Mather.*) Or whatever the Government may be?—Or whatever the Government may be. I will give you an essentially non-political question—the question of what hours troops are ordered to march in the morning. If a man is overpowered by heat in the middle of the day, that at once becomes the subject of a question in the House of Commons as to why the General Officer did not issue orders to march earlier.

6926. (*Chairman.*) Whatever the Government for the time does must be wrong—that is what it comes to?—Yes. Further, quite independent of politics, when a member is dissatisfied with some act of Military administration, he asks a question in the House about it. You have only to look at the questions to see that four-fifths of them have no political side at all. They are about small matters of administration or command. The result, as I say, is to make the Secretary of State intervene in command, and to lead soldiers to think that the orders given them can be influenced by pressure in the House.

6927. (*Mr. Beckett.*) Is it not a fact, in regard to most things proposed by the Military department, that the Secretary of State wishes to have them submitted to him because he wishes to consider what bearing they will have on the House of Commons?—To a very great extent, that is so.

6928. Many things which from a Military point of view are absolutely advisable have to be whittled down or changed in some way because he might be called upon to defend them in the House of Commons?—Most distinctly.

6929. (*Sir Charles Welby.*) As a matter of fact these rules binding the Military authorities have as a rule arisen from cases in which the Military authorities have acted on their own initiative. In consequence of that action debates have arisen in Parliament, and the Secretary of State therefore has found it necessary to

lay down a rule that in future no such action should be taken without previous reference to him?—Yes, that is so.

6930. (*Mr. Beckett.*) You are quite of the opinion, are you not, which was expressed by the Adjutant-General, that this practice of asking questions in the House of Commons tends to centralisation?—It is one of the most leading causes of centralisation.

(*Mr. Mather.*) Let me draw attention to the first words of the paragraph of your memorandum in which you speak of the Army as being not the Army we ought to have. I suppose we must all agree that the Army organisation is not perfect, and perhaps is not anything like so complete as it might be, if, for instance, you had your own way; but may not we excuse the House of Commons on that account, owing to the great number of incidents which occur in connection with the Army which seem to be the result of very gross carelessness and mismanagement? Take, for instance, such a case as arose not long ago, where a company of Volunteers passed up from Manchester to Aldershot. They were informed by the War Office, or whatever place had to deal with the matter, that they were to come during the night and they were to have breakfast at Aldershot; but there was nothing whatever provided for them. They went through the whole of the manoeuvres on an extremely hot day and went back to Manchester, but with the exception of those who had some little money upon them, not one single member of that volunteer company had anything to eat that day, after all the arrangements had been made and were set forth in black and white. That is the kind of thing which brings up questions in the House of Commons, and it is asked what is the organisation of the Army worth that it brings about such a state of suffering on the part of men who volunteer to serve their country. Cognate questions such as those would always be a proper subject for comment in the House of Commons, and the Secretary of State must seek information upon them and give it. That you cannot object to. But if an Army was thoroughly organised all round like the German Army, for instance, these questions would not arise?

(*Colonel Miles.*) Surely in a case like that the persons who would be responsible are the regimental authorities, they have a proper staff. It is not a question of War Office organisation, is it?

(*Mr. Mather.*) Whatever the source might be from which the orders should emanate to make that matter go smoothly, whatever was promised to the volunteer officers was not carried out. I put that forward as a form of question which might be asked in the House of Commons?

(*Witness.*) I should like to say in answer to that, that I do not suppose any organisation could work so perfectly that there would not sometimes be hitches and mistakes, and the natural thing in a case like that is to bring it to the notice of the proper Military authorities, the General Officer Commanding at Aldershot in the first instance, who would certainly look into it; and you may be quite sure he would make it exceedingly hot for the people who had made such a blunder as you have described.

6931. But how could a thing like that come out except through a question to the Secretary of State in the House of Commons?—In the simplest way in the world. By the Officer Commanding reporting it.

6932. But the Member of Parliament could not get at the Officer Commanding; he must put the question to the Secretary of State?—What I mean is that the Officer Commanding that company should have reported to the military authorities this distinct breach of the arrangement, and you may be perfectly certain it would have been gone into, and gone into very thoroughly, and the proper amount of blame and everything else shared out.

6933. (*Chairman.*) Therefore that question in the House of Commons, in your opinion was scarcely worth putting, was it?—Certainly not, unless there had been a refusal to inquire. It is a question, however, which the military authorities would take cognisance of.

6934. I take it the ordinary member of Parliament would not wait, as a rule, to find out whether the military authorities were doing their duty, but he would be only too glad to say something unpleasant to the Government if he were of the Opposition or a free lance?—Probably.

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

(Mr. Beckett.) Do you suggest that the proper course to be pursued would have been for the member of Parliament to write to the General Officer Commanding?—The proper course would have been for the officer commanding the company to report the thing to his General, and when a member of Parliament then found the matter had not been thoroughly investigated it would be time enough for him to put a question.

6935. (Chairman.) Are the outside causes to which you attribute the growing tendency to centralisation, in your opinion, the pressure of the House of Commons?—That is so; and its tendency to intervene in matters of executive military detail.

6936. Then you go on to say: "This confusion has been increased by the system introduced in 1895, under which all letters written from the War Office are written in the name of the Secretary of State"?—Yes, I think it is curious how much effect that has.

6937. Why was that system introduced in 1895?—I cannot tell you except from hearsay.

6938. (Sir Charles Welby.) The position previous to 1895 was that all the Military departments were directly subordinate to the Commander-in-Chief. The change made after 1895 was to give the heads of the military departments some independent responsibility, subject only to the general supervision of the Commander-in-Chief; and it was to emphasise the change in the position of the heads of departments that this change was made in the method of conducting the correspondence?—But I would point out, that that being so, it rather emphasises what I have said as to the tendency for the Secretary of State to be driven into the position of doing the Commander-in-Chief's work.

6939. (Chairman.) At any rate, it seems to the public, does it not, as if he did the Commander-in-Chief's work, owing to the fact that letters emanating from the Military department go over the Secretary of State's signature, or by his direction?—Yes.

6940. Then would you be in favour of letters from the Military department being sent out in the name of the Commander-in-Chief?—Yes, certainly.

6941. In order to make that possible, the Commander-in-Chief would have to have much more direct supervision than he is now charged with over the other Military departments, would he not?—No; because now the name of the Commander-in-Chief is also used by the Military departments. We have arrived at a very cumbrous phraseology. To give an example, I will say I am answering the application of an officer about something. I begin by saying that I am directed by the Secretary of State to acknowledge the receipt of his letter representing so and so, and in reply I have to inform him that the Commander-in-Chief does not consider it desirable that his request shall be granted.

6942. (Sir Charles Welby.) To make this quite clear the Committee should realise that your department is not one of those which to some extent were removed from the immediate control of the Commander-in-Chief; your department is one which always has been and still remains immediately under the Commander-in-Chief?—That is quite true.

6943. (Chairman.) My point is this, that as regards all departments which would issue letters in the name of the Commander-in-Chief, closer supervision and responsibility, say for the Inspector-General of Fortifications and the Quartermaster-General, and others, would devolve upon the Commander-in-Chief than devolve now?—I think not; and I will explain why. Take the old system when those departments were directly under the Commander-in-Chief. Every department in the War Office does, and must do, a great many things in the Commander-in-Chief's name which never come under the Commander-in-Chief's notice at all. The heads of those departments would not be fit for their position otherwise. Every staff officer is really a sieve; he has got to stop a certain amount of work going up to the man above him; but he acts in the name of the man above him, and it is only the discretion of the person who holds the appointment which decides what questions he can deal with himself or what he must take to his superior officer. If these letters were written in the name of the Commander-in-Chief, there would not be the slightest necessity for the Adjutant-General, the Quartermaster-General, or the Inspector-General of Fortifications taking up one more question to the Commander-in-Chief than they do now. As it is now all these officers have to submit all important questions to the Commander-in-Chief, and we must

trust to their judgment to decide which questions are of sufficient importance to call for that submission, and which, on the other hand are not of sufficient importance, and which therefore they not only can, but which they ought to, deal with themselves. I always define the position of any staff officer as a man who is put in a place to take a certain amount of trouble off the shoulders of the man above him. That is his duty, and if he takes everything up to his chief, he gives him more trouble than if he were not there at all.

6944. As regards the substitution of officers and Military clerks for Civilian officials, you say in paragraph 11 of your memorandum that such a change would have great advantages for the Army, and indirectly would diminish work at the War Office. How would it diminish work at the War Office?—I have endeavoured to give my reasons for that further on. In this way—that a certain amount of work comes up to us in consequence of our regulations and our method of administering them not being well understood; and every man that you pass through the War Office who understands those regulations, and understands the general lines on which we handle them, and goes away again to a district, is able to decide for himself questions which he might otherwise refer up, because he would be uncertain about them.

6945. Then do I gather that in your opinion a Military officer employed up here should pass backwards and forwards to the Districts?—The more you can pass them back to the Army the better for the Army generally; but of course it is somewhat inconvenient at headquarters to change our officers quickly.

6946. It is a breach of continuity, you mean?—It is a breach of continuity, and each new man has something to learn; but I think the benefit of changing them quickly would outweigh the disadvantages to the work up here.

6947. Does that apply to Military officers who would take the places of Higher Division clerks?—Yes.

6948. Now, to come to Second Division clerks, whom you would also, I gather, replace by Military clerks, should those Military clerks, in your opinion, be equally transferable between the districts and the War Office?—Certainly; and they would be very useful in the districts.

6949. We have had it from one or two other Military officers here, that it is their opinion that when a Military clerk comes here he ought to stay here and be entered here?—Do you know what their reasons were for that?

6950. The reasons given are, I think, that it took a considerable time to train a man, and also the general reason of continuity?—That is one side of the question of course; but on the other hand I think the advantages to districts of getting men who have been trained up here are so great, that they would overbalance the advantage of continuity here. To my mind there are objections both ways, but the advantage on the whole consists in training men here for a certain time, and then sending them out into the districts.

6951. The Committee have been told that there are certain divisions of the Military departments where, for certain reasons, it would be always desirable to have civilians. The Quartermaster-General has told us that he would always like to have civilians, for instance, in Q.M.G. 2, because if he had Military clerks with Military connexions and Military friends, it would be much more likely that information as regards movements of troops would get out than if he had civilian clerks, who would probably not be in touch with military friends?—Possibly.

6952. Would that invalidate your general preference for Military clerks in Military offices?—No, speaking generally, it would not.

6953. That is to say, you would approve of Military officers in the places of Higher Division clerks, and Military clerks in the place of lower division clerks?—Yes.

6954. You say further, that it would be much easier to get rid of anyone who did his work indifferently; that is to say, if a Military staff officer turned out to be bad at the War Office, or a Military clerk turned out to be a bad clerk, you could relegate him back to his ordinary regimental duty?—Yes, I think that is a point of considerable importance. You can only get rid of a civilian clerk at the War Office by ruining him practically.

6955. (*Mr. Mather.*) There is an important paragraph, paragraph No. 3, in your memorandum, where you suggest that the Accountant-General's department should be transferred to the Military side. Is it not a fact that every department of the War Office on the Civil side, theoretically exists only for the purpose of serving the military organisation?—No doubt. It is part of that organisation in one sense.

6956. It is created for the purpose of serving the organisation and for the thorough efficiency of the Army, is it not?—Yes.

6957. The Accountant-General is one part, and an important part, of the War Office staff, dealing, as you have said, with finance only, the audit and examination of accounts, and certifying that expenditure has been conducted according to regulation. Is it not to-day the practice of the Commander-in-Chief or any of the Military Officials of the War Office, or the heads of Supply Departments, to consult the Accountant-General on matters of finance such as he has charge of, and receive his services without any difficulty whatever?—The Accountant-General is most kind, and so are all his branches, and they are always ready to assist one in any way in any financial calculation one wants to make; but any financial calculations which are officially submitted by a Military branch of the War Office would be equally officially submitted again to the Accountant-General's Branch to verify whether or not those things were right. Therefore naturally one does not trouble the Accountant-General more than one can help; to make calculations for one which one knows he will have to go over afterwards again in his official capacity.

6958. Then what you mean by this recommendation about finance is really not what it would appear to be, namely, that you would require the Accountant-General's Department to be transferred to the Military side, but that you would require a financial adviser, so to speak, in the Commander-in-Chief's Department, to deal with all these questions of finance policy which would affect the expenditure of the Army, and would therefore, naturally, affect the condition of the Army. You require the expenditure to be looked at side by side with the policy the Commander-in-Chief desires to carry out?—That is very much what I mean.

6959. That help would not be afforded, of course, by the Accountant-General, he does not exist for that purpose, does he? The Secretary of State exists for that purpose, and if some other financial adviser were required beyond the Financial Secretary or some deputy of the Secretary of State, there is no reason why the Commander-in-Chief and the Secretary of State should not arrange for some financial adviser to be within the department of the Commander-in-Chief, is there? That would be an efficient way of carrying out what I understand you mean. The Accountant-General, if you transferred him bodily from his present duties to the military side, could do you no good, could he?—The Financial Secretary really only receives his knowledge through the working of the Accountant-General's Branch. All questions of Estimates, all questions of what particular changes will cost, everything of that sort are worked out in the Accountant-General's Branch, which is also, of course, the Financial Secretary's Branch, because it is under the Financial Secretary; but for all working purposes it is the Accountant-General's Branch which does the work rather than the Financial Secretary's, which, apart from the Accountant-General's Branch, is a very small Branch.

6960. If the Accountant-General's Branch or Department already does the work which you want to have the benefit of, why do not you get the benefit of it directly from the Accountant-General? He exists only to serve the Army, does he not?—Yes.

(*Sir Charles Welby.*) I do not think that can be taken quite as being the only function of the Accountant-General.

(*Mr. Mather.*) I am not taking it that it is the only function. General Grove says that the Accountant-General gets estimates of all the expenditure which will be incurred by the Army in carrying out certain operations; and, if that is so, I merely ask, why should you require that Branch to be within the Military Department, when you have it close by you to serve you in that respect day by day.

(*Witness.*) Because I think it would work much quicker and better, and save a certain amount of work.

Let me put a case. Say a Military official, for some Military reasons, thinks it would be desirable to increase the establishment of battalions by, six non-commissioned officers and 50 privates, of whom 25 are to form a small Mounted Infantry section with horses. He recommends his proposal on Military grounds, and he elaborates it pretty carefully, sees how many men he will want, whether he will want them in the Colonies as well as at home, what their training and equipment will be, and so on. He does all that without considering the expense at all, or if at all, only very sketchily. It goes before the Secretary of State; the matter is then referred to the Financial Secretary, or really to the Accountant-General's Branch, to consider, and the estimate of the expense comes up. As not infrequently happens, when it is thoroughly gone into, the expense turns out to be very much heavier than was anticipated by the Military official. Then after all that time has been spent on this work on both sides, the proposal is possibly dropped or modified. Now, if in the Military officials' own office he had someone who could do that for him, and could do it at once on his first instructions, he would send to that man and say: "I am thinking of doing this; give me a pretty accurate idea of what it will cost before I go into my proposals in detail"—thus a great deal of work would be saved. As it is (although, theoretically, there is no reason whatever why the present system should not work well), by the separation of the two sides, there is practically a good deal of unnecessary work.

6961. In an ordinarily large business concern there are two sides, the commercial and financial and the manufacturing sides; the manufacturing side, of course, represents the duties of a number of technical men, just as the Military side here represents the duties of the Military authority with the knowledge to create and maintain an Army. It is the universal practice for the technical men who administer in the different departments, or create the departments, to conceive their improvements and developments, not only on the ground of their being more efficient for their purposes in the manufacturing, but they always take alongside that view of the case the view of the financial expenditure; and the commercial and financial side of a large concern, of course, serves the technical side by giving any information required at a moment's notice as regards the expenditure involved in a certain proposal. I do not see how the administration of the War Office could differ from the ordinary course followed in the administering of a large affair such as I suggest. If these Financial Departments exist in the War Office, surely they are at the service of the Military side to give it at any time calculations of roughly the amount of expenditure involved in any proposals they may make. Your suggestion in paragraph No. 3 appears to point to a new arrangement being made, whereas, as I take it, all the arrangements have already been made for the service which the Commander-in-Chief requires on the financial side?—Let me see if I follow you rightly first of all. I understand that what you are saying is that in any business or trade the technical side and the financial side are separate, but that they consult together, and that on the result of their deliberations the board, or the directors, or the proprietors, whoever they may be, decide what to do. But do not you see that that is the very thing I want to get at in the War Office? The only thing is I want the Board to be in the main the Commander-in-Chief. As it is now, the Board is the Secretary of State who, in the nature of things, is transitory, and who, in the nature of things, is unacquainted with the technical details of the business.

6962. I agree; and that brings me to the next question I want to lead you to, that is, as to the Army Board. You named the Army Board as being theoretically a sort of Clearing House in which all questions might be settled, both of finance and policy, on the part of the Commander-in-Chief. This Board, constituted as it is of the heads of the various Supply departments, and the Adjutant-General also, is not, I understand, effective. But I put it to you, would it not be the most effective means of accomplishing what you desire, and with which I very much sympathise, if the Board were made a reality, and the Commander-in-Chief, through that Board, settled the questions not only of policy, but also of the cost of that policy, and the finance which would be required to carry it out?—Yes, I think if you could make that Board a working reality, it would be a very good thing; but that Board

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

can only become a working reality if its recommendations are carried out, not if they are put aside.

6963. Supposing the decision of that Board was entirely in favour of a Commander-in-Chief's scheme to make a great development in some Branch of the Army, and the cost of it had been through the Board determined—the Board could obtain all the information as to finance they required—then the Board would naturally submit the financial side as well as the Military to the Secretary of State, and ask whether the funds that might be obtained from Parliament would permit of such a scheme being carried out. That would be a proper function, would it not, for the Secretary of State to be asked to undertake and perform; you would soon come to a final decision in a financial and Military sense?—Yes, and for large general questions, there is much to be said for this. But it would be a cumbrous way of working for smaller matters. Further, you are at the present moment, if I may say so, looking at it solely from the point of view of the conduct of business in the War Office. I am looking at it to a certain extent a little beyond that, namely, from the very great advantage, I believe it would be, generally, if soldiers and officers and all people thought a little more about the money the things cost. I think that you cannot expect people to study economy very much if they do not have the handling of and dealing with money. I do not see how that is to come under present conditions; and that is one of the reasons why I am anxious to see this done.

6964. But the very Board we have spoken of is a Military Board?—Not wholly, but it is a Military Board.

6965. There would be, perhaps, the Accountant-General on it?—The Accountant-General and the Assistant Under Secretary of State for War.

6966. But it is a Military Board, and, therefore, it does bring the heads of Supply departments into direct contact with finance, does it not?—Yes; and so far as it goes, I am with you. I think more continuous action by the Board, and more weight being attached to the recommendations of the Board, which, after all, is the most important thing, would be a considerable advantage. You cannot expect Boards to take much trouble about things if their recommendations are frequently passed by.

6967. Then you spoke of the financial questions being dealt with more in the various districts by the General Officers Commanding?—Yes.

6968. You say they do not think much about finance and do not know much about it; but one finds, in going round districts, they apparently know a great deal about finance, and that finance is one of the most troublesome questions of their lives, and they are always thinking about it; that finance is a sort of skeleton in their cupboard which they can never get rid of. In order to allay and mitigate the perplexities of their work with regard to finance they, no doubt, would like to have powers of expenditure delegated to them from the War Office, which would enable them to know exactly what they would have to spend, and they would spend it in the best possible way. Would that form of decentralisation fully meet your view?—Yes.

6969. Under such a system, of course, each district would require to have some representative of the Accountant-General's Department, so that the final check and audit of what they spent might be dealt with in the district?—Yes; if that could be done that would mean considerable decentralisation.

6970. Would that bring the districts and the staff officers there pretty closely into connexion with finance?—Yes.

6971. And that would answer to some extent your purpose?—Yes, and I should be very glad to see that done.

6972. You say the conclusion at which you arrived in writing this minute was, that you desired to have the Military side in the War Office much more responsible for all that goes on here?—That is so, most certainly.

6973. That the Military appointments should all be made of the most capable men the Army and country can produce, and once being established in these positions, the country and Parliament and the Secretary of State and all concerned should exact from those Military chiefs the duties which are exacted from all

Civil chiefs in all business concerns throughout the world?—Quite so.

6974. Without the checks or hindrances now put forward in order to ascertain what becomes of every sixpence voted by Parliament?—Precisely.

6975. That is practically the conclusion you arrive at?—It is.

6976. (Sir George Clarke.) I gather from your memorandum that from a large experience of the War Office your opinion is that the Civil side is too much mixed up with pure administration, and that the responsibility of Military heads is thereby impaired?—That is my opinion.

6977. Lord Haliburton in a memorandum he has put before us says, "The extent to which the Secretary of State for War requires expert assistance of a Military and Civil character to enable him to secure the efficiency of the Army, while guarding and preserving the prerogatives of the Crown and the interests of the public, must be the measure of the division of duty between the Civil and the Military employees of the War Department." In putting that, is not the whole question, what is expert opinion, and whether a proper dividing line is drawn between what may be regarded as purely Civil expert opinion and what is absolutely Military opinion?—Yes. Lord Haliburton's language is to me rather confusing, because I should gather from it, that Lord Haliburton speaks of the Commander-in-Chief and the Military administration of the Army, as merely expert assistance to enable the Secretary of State to secure its efficiency. That is not exactly the language I should have used; that is all I can say.

6978. Then your view is that it is not a question of two people advising the Secretary of State, and their relative positions, as Lord Haliburton intimates, being settled by the amount of advice they give, but it is a question of the Military authorities at least being responsible to the country for producing an army?—Certainly.

6979. There seems to me to be a vital distinction between those two points of view?—Certainly.

6980. Then you consider that what is financial control in the War Office, and the concentration of that financial control in the Civil Branch, practically permits that Branch to spread itself over Military questions of all kinds?—I think it not only permits, but it almost inevitably drives it into it.

6981. The Adjutant-General in a memorandum which is before us, says, that a Civil official laid down, for the Secretary of State's guidance, precepts as to the allotment of time of officers to their duties, and criticised the relative efficiency of the training of officers and men. Is not that extremely undesirable?—I think it is an entire confusion of functions.

6982. Is it not a fact that members of the Civil Branch are continually expressing opinions upon what are purely military questions?—I do not want to go too far. Military questions are so mixed up with the relative value of different proposals, that it is rather difficult to say when and when not a member of the Civil Branch is trenching on what might be called absolutely Military questions, but I certainly will say that the tendency is undoubtedly for them to express opinions on Military subjects, and it is, certainly, to take away from the Military people the direct responsibility which ought to rest on them.

6983. If a principal clerk, for example, expresses an opinion on the reserve of small-arm ammunition for the Army, and if an Accountant-General expresses strong opinions upon the general principles as to the organisation of the British Army, you would consider that going a little bit outside the functions of those people?—Certainly.

6984. Do you think the idea which is prevalent throughout the Army that the War Office is largely managed by civilians, tends to create distrust on the part of the Army?—No doubt.

6985. May not that same idea also give rise to distrust on the part of the general public as to the way in which the Army is managed?—Very likely.

6986. As far as you know, is the civil element in the central administration of any great European Army as large and as powerful as it is in our own?—Certainly not as powerful—I believe it is very large in some of them, but only in the subordinate Branches.

6987. I gather from your evidence that you wish that every spending department should frame its own estimates and keep an account of its own expenditure?—Yes.

6988. And that it would meet your view if audit pure and simple remained on the Civil side under the Financial Secretary, and that if all the duties of accounting and estimating, whether performed by soldiers or civilians, were transferred to the Military departments?—That would quite be my view, with the exception of one thing which I should like to leave open, and that is, the question of whether the audit should be done in the War Office at all, or should be done outside. I do not wish to commit myself to the view that the audit should be done here, but in other respects what you have said exactly expresses my view.

6989. At present, as far as I can understand it, there is a considerable amount of jumbling up of the duties of account and finance. Would it not be possible to separate them and to place the duties of keeping public accounts and the estimating of the cost of proposals entirely under the Military authorities, leaving the after-check for the satisfaction of the public and the House of Commons on the Civil side?—Yes, that, of course, would have to be outside the people who framed the estimates and spent the money; the check must be outside them.

6990. That would be the after-check?—That would be the after-check.

6991. And that would not interfere with the administration of the Army?—No.

6992. So that every department would have within itself a Civil Branch responsible to the Military head who made the estimates and framed the costs of proposals before those proposals were submitted in a concrete form?—Yes.

6993. Do you consider that the settlement of questions is unduly delayed, and that there is too much correspondence and writing at present?—Oh dear, yes.

6994. Do you think the Army Board might supply some machinery for remedying that evil, if it met more frequently and if its recommendations were more seriously regarded?—The evil arises in the main on minute questions, which would hardly go before the Army Board; but the placing of the account keeping, and that sort of thing which you have just referred to, on the military side, would go enormously towards reducing things, because a man would be able to answer any question at once in his own department. The Army Board, I take it, would consider rather larger and higher questions, such as the collating of all the different proposals which were put forward, the relative value and urgency of various services required, and questions of that sort. But the things which give rise to an enormous amount of correspondence in the War Office are the interpretation of the regulations about trifles, about the question of whether someone is entitled to 7s. 6d. a day travelling allowance or 10s. That kind of thing goes sometimes backwards and forwards for a long while.

6995. As another means of possibly reducing correspondence and minute writing, do you think there might be a considerable simplification and codification of regulations?—I think there might; but I should add to that, that we have not at present the machinery for it. By this I mean that it would for a certain time mean a good deal of work, and our hands are too full just now for us to be able to take it up.

6996. Possibly it might be the work of two or three years?—Quite that.

6997. But you think the work could be accomplished, and that a great deal of simplification without any loss of money might be obtained?—A great deal.

6998. I think you said you would prefer to see what was really an older system reverted to, that is, throwing the entire Military responsibility on the Commander-in-Chief. Is there not some sort of danger that he would be over-burdened then, because there must be some limit to the amount of responsibility which a single individual could take, and if everything were thrown on him, would he not become a little over-burdened?—No, I do not think so. I think there is no limit to the amount of responsibility or work that any man can undertake; it is merely a question of the extent to which he will delegate it. I should like to point out that the present system practically throws all

that enormous amount of work on the shoulders of the Secretary of State, who, in addition to his duties as Secretary of State, has the large call on his time, which is caused by his being a member of the Cabinet and a member of the Legislature. The Commander-in-Chief would be responsible for no more than the Secretary of State is held responsible for now—in fact, for rather less, and he would be a man who would start with a technical knowledge of the business he has to administer, and he would be able to give his whole time to it independent of other calls.

6999. Then you would prefer to make the great division of departments below the Commander-in-Chief instead of below the Secretary of State?—Yes.

7000. So that you would have a pipe, as it were, of which the Commander-in-Chief would be the neck between the Secretary of State and the heads of the big divisions of the War Office?—Yes, I think that the direct Military adviser of the Secretary of State should be the Commander-in-Chief.

7001. (*Sir Charles Welby.*) That is practically the system which existed from 1888 till 1895, is it not?—Yes; but I may say at the same time that I do not attach so very much importance to the difference which was introduced in 1895, because the fact that the Commander-in-Chief is charged with the general supervision and control of the Military side, and that important questions must be submitted to him, places him in the position of being able to control those officers who are working under him. The fault of the 1895 arrangement to my mind is that it is absolutely contradictory in terms. How can a man be subject to general supervision on one side, and charged with the direct administration of his department on the other?

7002. (*Sir George Clarke.*) Then you regard the arrangement made in 1895 as illogical in working, and unsound in principle?—Yes.

7003. Unsound because it is illogical?—Absolutely illogical, and therefore unsound; and distinctly undesirable in principle in so far as it tends to lessen the general authority of the Commander-in-Chief and set up independent authorities under him. As between the two systems of having the heads of the various departments the direct advisers of the Secretary of State and having the Commander-in-Chief the one direct adviser, the second is preferable in every way.

7004. Has much more work been thrown on your office by the abolition of the Deputy-Adjutant-General, Royal Artillery?—No, not very much, because I was given another officer to take the work which became freed by the abolition of the Deputy-Adjutant-General, Royal Artillery; it was divided between my office and the Adjutant-General's Office; we each of us had an officer given us to do that work, and with that I have not been at all overburdened, nor, as far as I know, has the Adjutant-General.

7005. Do you think the present arrangement works satisfactorily?—Yes, I do. I think it is an improvement on the old one as far as the officers are concerned. I cannot speak as to how it acts with regard to the men.

7006. (*Colonel Miles.*) Under the present system, where a Military question leaves a Military Department, it passes, does it not, before reaching the highest authority, through the hands of a series of Civilian officials who act independently and record their opinions not only as to the financial merits but as to the Military exigencies of the case?—More or less.

7007. With regard to the larger questions, how far does the Army Board operate in bringing the Military more closely in touch with the Secretary of State? Do the decisions then go direct to the Secretary of State, or do they pass through the same channel?—The proceedings of the Army Board are printed, and then they go to the Secretary of State through the Permanent Under Secretary.

7008. Under the present system, you say that the general survey of our Military requirements as a whole and the detailed calculations of the cost of all individual proposals is done, not by the Military who have to initiate and carry them out, but by a non-Military Department which does neither?—As a matter of fact that is the case.

7009. And this not only produces cross references and discussions, and, in consequence, unnecessary work and delay, but it also prevents our officers being properly trained administratively, I presume?—Yes.

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

Major-Gen.
Sir C. Grove,
K.C.B.
28 Feb. 1901.

7010. Does not, in your opinion, such a system dissipate the responsibility over the office instead of allowing the responsibility to be at once allotted to the proper Military official?—Of course, that is one of its very great drawbacks.

7011. To obviate this in some degree, would you place the Finance Branches to work concurrently with the Military Branches?—Yes, I would fuse them.

7012. So that every question would be considered simultaneously from a Military and Financial point of view?—Yes.

7013. It has been said that this would throw too much financial work upon the officers, but is it not the fact that now in many of the Military Branches here, officers are charged with financial duties?—Yes, in the Inspector-General of Fortifications Branch, the Director-General of Ordnance, and the Quartermaster-General's Branches.

7014. And their labours, do not you think, might be assisted, and would not be increased, by a proper Financial Branch working with them?—Their labours would be diminished.

7015. It has been urged that the effect would be to make them as it were more financial officers?—No.

7016. Before you held the appointment of Military Secretary I believe you held that of Assistant Adjutant-General for mobilisation services?—Yes.

7017. Which was then known as A. G. 7, and is now known as D. 7?—Yes.

7018. I think yours was the first appointment to that office?—Sir John Ardagh had been there for a short time before me.

7019. It was created, I think, by Lord Wolseley, was it not, at the time he was Adjutant-General?—Yes, it was created by Lord Wolseley.

7020. It was then under the Adjutant-General and now it is directly under the Commander-in-Chief?—Yes.

7021. It has no executive functions, I think?—No; none at all.

7022. It was formed, was it not, for the purpose of watching over the mobilisation service and bringing into connection all the larger questions of Military organisation in the War Office?—Yes.

7023. I think the head of it is the Secretary to the Army Board?—Yes.

7024. Do not you think that in modern war the functions of command, of preparation for war, and last but not least, effective organisation, have assumed an increased importance? Of course, they were always important, but do not you think they are of greater importance than ever?—Yes, in this sense; that less time will be given to remedy any mistakes; therefore the antecedent perfection of organisation is more necessary now than it used to be.

7025. (Sir George Clarke.) And that mistakes may be more serious?—Yes.

7026. (Colonel Miles.) Do not you think if that is so, the functions of Section D require to be brought into greater prominence and to be increased in weight and responsibility?—Yes; I have always thought that.

7027. And that in that connexion a proper Military organisation of the Head Office is more important now than ever?—Certainly; that follows.

7028. (Sir Charles Welby.) I take it that your theory of the position of the Commander-in-Chief is, that subject of course to the control of Parliament as exercised through the Secretary of State, the Commander-in-Chief should have the entire Military responsibility for the efficiency of the Army?—It is; that is to say, that Parliament and the Government having settled the main lines on which the Army is to be conducted, and having their officer, so to say, the Secretary of State, to see that those main lines are carried out, the whole of the ordinary machinery should be carried out by the Commander-in-Chief.

7029. According to your view, therefore, any system which would remove from the control, or, to put it at its lowest, from the supervision of the Commander-in-Chief any Military Department, is radically unsound?—Yes.

7030. Therefore any system which seemed to split up and divide Military authority, and therefore Military responsibility, between two or more great Military

officers, is, you think, undesirable?—The words "radically unsound" are a very strong expression. You may work systems which are very far from perfect; but I would say that I think the system of having one Commander-in-Chief is infinitely the better one.

7031. That is to say in cases where no financial or political questions come in—questions of purely Military policy—the Secretary of State ought to be in the position to have the advice of one expert, and not to be in the position of having to judge between the advice given by perhaps differing experts?—Exactly. I want that collation of various views should be done by the Commander-in-Chief, who is the expert, and not by the Secretary of State, who is a non-expert.

7032. On the other hand, I rather gather that you agree that the machinery at present is somewhat defective for securing proper co-ordination between the Military Departments of the office, but particularly between the Supply Departments, that is to say, the Quartermaster-General, the Inspector-General of Fortifications, and the Director-General of Ordnance?—Yes, I think there is a want of unity and combination of action amongst them.

7033. Therefore as long as the Commander-in-Chief's Military supremacy under the Secretary of State in regard to Military policy was safeguarded, you would be in favour of the creation of an official or some machinery for co-ordinating the work of these great Supply Departments?—I think that the Commander-in-Chief's office ought to be the place where that work is co-ordinated and brought together. I have always thought the Commander-in-Chief requires a much larger bureau, to use a foreign phrase, under him than he has at present.

7034. In fact you would like to see the revival of the functions which the Adjutant-General used to exercise in his capacity as Chief of the Staff of the Commander-in-Chief, would you?—Very much.

7035. That is to say, that quite outside his own immediate duties as Adjutant-General he was also practically charged by the Commander-in-Chief with securing the harmonious and expeditious working of all the Military Departments?—Yes. There is certainly on the Military side of the War Office a want of some central office or officer whose business it should be to see that before questions come before the Commander-in-Chief they have gone to the various people who ought to give an opinion upon them, and that they do not come to him from one side alone; also that when questions go down after the Commander-in-Chief has given his decision, they are made known to all the people who have to deal with them. There is a want of that Central Office, as I may call it, now, and I think myself that it is a thing of very considerable importance for the proper transaction of business. The more the Commander-in-Chief's responsibilities are increased, the more it would be required. That want is to some extent met by entrusting these duties—as has recently been done—to the Assistant Military Secretary. This is a recent arrangement and has been attended with great advantage. But it wants carrying further.

7036. In any case I gather you hold strongly that such an office or officer, if created, should be fully subordinated to and in no degree independent of the Commander-in-Chief?—Certainly not.

7037. To turn to the question of the Finance Department, I rather understood you to say, in answer to Mr. Mather, that theoretically there was no reason why the present system should not work well, but that in practice the absence of sufficient concert between the Finance Department and the various Military Departments caused unnecessary waste of time and of labour?—Yes, and also, of course, this dissociation of Military action from account keeping and finance of any kind tended to make officers think very little of the money side of the question.

7038. I should like to call your attention to some evidence which General Brackenbury gave us the other day. In answer to a question as to whether he wished to make any recommendations with regard to changes in the internal organization in his department, he said that he did not see anything that he wanted to change at present, and he proceeded as follows: "The great step which has been of immense advantage to me was that which I got carried out last year of getting a branch of the Accountant-General's office put into my office, which has been a most immense

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

"assistance to me and a great advantage to me. When I say, 'put into my office,' they did not change their rooms at the War Office or anything of the kind, but the branch does the accounting work and keeps all the financial accounts and records and everything of my office, and its head is my financial adviser, and he keeps me straight and prevents my going wrong; whereas under the old system I was always being tripped up by the Accountant-General for having gone wrong." In reply to a further question from myself he said: "The Branch remains responsible to the Accountant-General, the Accountant-General keeps the accounts in the form that he likes, he does everything for my Branch, and it is an immense advantage." May the Committee take it that if some such system as that were extended to other Military Departments of this Office, it would practically meet what you consider to be the necessities of the case?—I think it would be a very great step; but it seems to me by the time it had been done for all the Military Departments of the War Office there would be very little left of the Accountant-General's Department, which would come very nearly to what I have been advocating.

7039. Do you advocate that not only this concurrent financial criticism and assistance should be transferred but also that the examination and audit of expenditure should be transferred?—No.

7040. You are aware that that constitutes the major portion of the work of the Finance Branch at present?—As I was saying just now in answer to another question, I have very great doubts that it is desirable that any audit should be done in the War Office at all. Anyway I do not wish to transfer the audit to the Military Departments; it is the daily accounting and checking I wish them to do.

7041. Of course, a system such as General Brackenbury mentions is a very much less recommendation than yours in your memorandum, that "The Accountant-General's Department ought to be transferred from the Civil to the Military side of the War Office, leaving with the Financial Secretary only a small staff of clerks." I rather gathered from your answers to Mr. Mather that you were inclined to think that something on the lines described by Sir Henry Brackenbury, though perhaps not so theoretically perfect as what you advocate, would, nevertheless, practically meet the case?—I think it would go a very long way towards it, but I prefer the complete transference.

7042. But, of course, it must be noted that when you say one of the objects of transferring the Accountant-General's Department to the Commander-in-Chief is to enable the Commander-in-Chief and his Military advisers to "look at Military expenditure as a whole," the mere placing of branches of the Accountant-General's Department in each of the great Military departments could not in itself produce that result, would it?—It would have a very strong effect in bringing them face to face at the beginning with the expenditure involved.

7043. As regards their own particular branch of the work—their own departments, but not as a whole?—Their own departments; and then the Commander-in-Chief would be able to collate their estimates, would know what they all amounted to, and would have the whole thing before him.

7044. (Sir George Clarke.) Do not you think it would be far better and a more logical and sound arrangement that these financial advising branches should be under the head of the branch and not under the Accountant-General, so that they should not have a dual allegiance?—I certainly do; I thought that while Sir Charles Welby was reading Sir Henry Brackenbury's evidence, I did not like to interrupt at the time. I do not exactly follow what the constitution would be when you have taken away, say, all the limbs from the Accountant-General and put them on the Military side, and left him sitting outside with these people who would be responsible to him.

7045. (Sir Charles Welby.) The system which Sir Henry describes does not consist in lopping the limbs off the Accountant-General's Branch, but is rather more a question of placing these Branches of the Finance department in close concert with the Military departments; it is in no way a transfer of allegiance or responsibility, but brings the two sides into closer

touch and concert?—He says, "Keep all the financial accounts in my office," and "its head is my financial adviser." As between the two systems I very much prefer that he should be responsible to me or to the head of the Branch.

7046. And that the Accountant-General should be responsible to the Commander-in-Chief?—The Accountant-General should be responsible to the Commander-in-Chief. But I think a great deal is gained by the step which Sir Henry Brackenbury has taken.

7047. (Sir George Clarke.) It would never do, would it, if advice given in that sort of way was afterwards disallowed by the head of the Branch—the Accountant-General?—No.

7048. That would mean that the whole question would have to be threshed out again?—Yes.

7049. It seems to me that that difficulty is always liable to arise unless the responsible financial man is under the head of the Military Branch with which he is concerned?—Yes, and the Military man may to a certain extent disclaim the responsibility.

7050. (Sir Charles Welby.) On the other hand the only Military head of a department who has tried the system, Sir Henry Brackenbury, has found it to work extremely well in practice and is apparently satisfied with it?—I think it is in such a good direction that I can understand his being pleased with it.

7051. (Mr. Beckett.) I do not quite gather what are the precise serious defects under the present system which your proposal would remove?—They are as regards the office inside. There is a very great deal of backwards and forwards correspondence. There is then what has been alluded to, the natural tendency for people to pass from the purely account side of the question to its military side, and the question of general policy; you get a certain confusion of functions in that respect. Then, thirdly, as I say—I may be wrong in attributing it to this cause—you get a kind of indifference on the part of Military officers as to what a thing costs.

7052. Do you think that that indifference runs to very serious extremes?—It runs to a very great deal of work, which costs a very great deal more than people have the slightest idea of.

7053. But in putting forward proposals, do not you think the General Officers consider at all the final cost of them?—They do now, and they consider them all more than they used to do; they do not consider them even now as fully as they might.

7054. I gather, supposing your proposal were carried out, that a Branch of the Accountant-General's Office which you propose to plant at the elbow of the Generals would merely amount to this; that he would be a financial adviser of the Generals in the preparation of the estimates and the cost of the proposals they wished to have carried out. That would meet the case, would it not?—As we delegate more financial powers to Generals he would be able to advise them on all those questions also.

7055. Delegate more financial powers such as, what?—Such as dealing with all these claims, which come up under the regulations, as to whether a man is entitled to such and such an allowance, to such and such pay, what class he comes under, and so on.

7056. And of course that would carry out the idea that a calculation of the cost of all individual proposals should be made; but it would not enable the General making the proposal to have that knowledge of the complete financial bearing of his proposal, would it?—That complete bearing would have to be considered up here.

7057. But I take it that the financial bearing of the proposals put forward by Generals is considered up here?—Yes, it is; but then it is considered in the Financial Secretary's Branch instead of the Commander-in-Chief's. That is my point.

7058. Does not the Commander-in-Chief consider the financial bearing at all until it has been submitted to the Financial Secretary?—He has not done it so fully—he is not charged with it by the Order in Council in any way; it is the Army Board. The Commander-in-Chief and the Army Board do it together, but really the details and the threshing out of the thing are done in the Accountant-General's office and not on the Military side for the reason that the Military side has no machinery with which to do it,

Major-Gen.
Sir C. Grove,
K.C.B.

28 Feb. 1901.

7059. Then what you would like to see done, I take it, is, that the Commander-in-Chief should have the amount of money allotted to him by Parliament, placed absolutely at his disposal without any other control from the Accountant-General than his providing by examination and audit, after the money is spent?—Of course that would be an ideal system as regards getting the best value for the money spent. How far it would tally with what is vaguely called "constitutional practice" I cannot say.

7060. That is what you are aiming at?—Yes; not only that, I should like to see that sum of money once settled voted for a certain term of years. I think if you did that you then would have a really economical system, because the Commander-in-Chief would make every officer save every farthing where it could be saved without detriment to efficiency in order to have the money to spend on things which he was very anxious to obtain.

7061. Would the Commander-in-Chief have time to give to all these considerations?—Yes.

7062. He would want a special financial adviser created, surely?—Well, as I say, send the Accountant-General to him.

7063. Then your proposal, not only in this, but in other matters, tends largely to the aggrandisement of the Commander-in-Chief and to the diminution of the authority and responsibility of the Secretary of State, does it not?—No. In speaking of the spending of the whole of the money, of course, the Commander-in-Chief would have to convince the Secretary of State that any large directions in which he was going to spend it were such as were considered desirable by the Secretary of State and by the Government of the day. What I should like him to have is this: supposing he has succeeded, or his officers have succeeded, in saving 100,000*l.* on a certain vote, that he and the Secretary of State between them should have the power of deciding how that 100,000*l.* should be spent.

7064. Practically have not they that power already?—No.

After a short adjournment—

Col. J. T.
Skinner, C.B.,
D.S.O.

Colonel J. T. SKINNER, C.B., D.S.O., examined.

7073. (*Chairman.*) You have been Assistant Quartermaster-General since 1893, I think?—Yes.

7074. Sir Mansfield Clarke told us that you would be able to enlighten the Committee, particularly with regard to the relations between the Quartermaster-General and the Inspector-General of Fortifications?—Yes.

7075. When the question arises of selecting a site for a barrack or a hospital, the selection is finally made, is it not, between the Quartermaster-General and the Inspector-General of Fortifications?—Yes, the General is first asked to put forward his proposals for a site, and then it comes to the Inspector-General of Fortifications branch, and he refers to the Quartermaster-General for his concurrence or otherwise.

7076. And it also goes to the Adjutant-General, does it not?—Not always, only in a few cases; it very rarely, in fact, goes to the Adjutant-General, unless it is a very large barracks. Supposing you were buying a place as a battalion barrack, a new site altogether, then it would go to the Adjutant-General, because it would affect the training. If it is merely a site for an inner barrack, it would not go to the Adjutant-General.

7077. The General Officer Commanding has officers of the Quartermaster-General's Department, and the Inspector-General of Fortifications Department, and has medical officers at his elbow; but still his selection of a site for a barrack or hospital would never be taken as final?—Not for a large thing, certainly. In fact, at present I do not think that they have even allowed him to choose minor sites; he has put forward his proposals.

7078. Yes, he puts forward his proposals; but even as regards a minor site his opinion is not final?—Not at present, although we generally concur with him in the minor sites. But there are many things that affect it that he may not know. For instance, at all these depôts there have been lately proposals to enlarge the depôts. The General knows nothing about that.

7065. With whom does it rest then?—With the Treasury. If it is saved at all it goes, I believe, to the unexpended balances.

7066. Would you leave it to the Commander-in-Chief to decide such minute details as unexpended balance, supposing one remains?—But they are not very minute.

7067. They are made up of minute items, are they not?—Yes; and I would let him settle how those should be spent.

7068. Do you suggest he might put it to a fund of his own, and spend it?—Yes, spend it on buying more guns, for instance. Supposing something had been saved in transport, and he very much wanted some more field artillery guns, I would let him buy those guns with the saved money.

7069. Then I gather your evidence comes to this, really, that more responsibility and more power should be given to the Commander-in-Chief in the administration of the funds which are voted to him by Parliament, and that he should not be liable to be overhauled so much by the financial department as at present that they should have no power of obstruction?—Yes.

7070. (*Mr. Mather.*) Do you mean the Treasury?—By both. The Accountant-General's Department has been described as an outpost of the Treasury.

7071. (*Chairman.*) Once or twice incidentally I understood you to say that you questioned whether the audit done at the War Office now should be done at all. May we understand from that, that you mean that the audit now done at the War Office should be done locally, or do you mean that the audit now done at the War Office should be dropped altogether, and that the audit should be done only by the Auditor-General?—That is what I meant.

7072. (*Sir George Clarke.*) In a memorandum that has been sent to us by a General Officer he says: "Is it absolutely necessary to have an Adjutant-General's department? Is it not this department which causes all the viciousness of the centralising system and the baneful overlapping at the War Office?" I suppose we may take it that that is not your view?—No.

For that reason it is desirable that we should see the proposal up here, so that we may see whether that site may not be wanted, say, for a block of married quarters, or for another block of single men's quarters, and so on.

7079. Why should he not know the general policy with regard to depôts?—He cannot, because those things are only in the air; they have not received the approval of the Secretary of State; they are only ideas in most cases. Take, for instance, the Report of the Barrack Committee. We who are on the Committee know all about it; but the Generals cannot be told anything about it, because it has not even been to the Secretary of State yet. I think it has gone before him now though.

7080. Then you would not consider it possible to depute the entire responsibility for the selecting of the site even for minor buildings to the General Officer Commanding?—I think many of the minor things might be delegated to him—such, for instance, as encroachments for telegraph posts; even those come up to us, and I have pointed out myself before now that I did not think it was necessary.

7081. Sites for telegraph posts?—Yes, on War Department lands.

7082. Do you mean to say that those cannot be settled locally?—No; they have to come up to the Inspector-General of Fortifications; that is I.G.F. 1.

7083. Is any useful object served by that?—I have never seen that there has been. But I know the Inspector-General of Fortifications opposed it being settled locally, and I think it was decided that it was necessary to continue having those sites sent up.

7084. (*Sir Charles Welby.*) By posts you mean poles to carry the wires, I suppose?—Yes, it might interfere with the drill, and so forth; but then the General ought to be able to settle that.

7085. (*Mr. Mather.*) What telegraph poles do you mean?—Supposing a line of wires from the telegraph at the barracks crossed a piece of drill ground, or the barrack square?

7086. Where posts require to be placed upon Government ground, you mean?—Yes.

7087. But that is the only authority you have over placing the posts, where it crosses Government ground?—Yes, certainly only within Government enclosures.

7088. And in the case of passing over public ground you would have no authority?—We should have nothing to say to that.

7089. Or the ground of the municipality: the General Officer Commanding arranges that?—He has nothing to say to that; he would have no control over it.

7090. You are speaking now of public telegraph posts?—Yes.

7091. Belonging to the Post Office?—Yes, or perhaps in former days to the Telephone Company; it might have been convenient to the military for the Telephone Company to lay on a wire to the mess, say.

7092. (*Chairman.*) And that has to come up here?—Yes.

7093. (*Sir George Clarke.*) The General Officer would be quite competent to say whether the position proposed for any posts would interfere with the training, would he not?—Certainly, I think so.

7094. (*Chairman.*) You say that the decision with regard to some of the minor buildings might be put upon the General Officer Commanding; could you suggest any limit, any definition of minor buildings by any limit or otherwise?—It would be a little difficult. For instance, to quote a case that happened quite recently, in which there were mobilization stores put up on certain sites in barracks. I think a committee went travelling round, deputed by the War Office, who conferred with the General Officer Commanding, and certain sites were agreed to, and the Royal Engineers went on building at once on these sites, because it was urgent to get the stores up. Subsequently it turned out, in one or two cases, that we should have liked to have reserved that site for a barrack block or married quarters, and that the mobilization stores might have been put somewhere else; but that is owing to our constant change of organisation.

7095. Then it would be very difficult to suggest a limit as to the minor buildings that could be settled by the General Officer Commanding?—Yes, I think so; I think one must risk things like that, and it would be better to reserve the necessity for sending up sites to headquarters for the larger buildings, such as a barrack block for instance, or accommodation for men, or certainly in the case of a new barrack; I think that in such a case it is essential to come to headquarters on a new site.

7096. Then, when a proposal comes up from the General Officer Commanding, it is settled by the Inspector-General of Fortifications and the Quartermaster General, and sometimes by the Adjutant-General also?—Yes.

7097. Do those departments come together and agree by means of personal conferences, or by means of written minutes interchanged between them?—As a rule, in the past, it has been by written minutes; because the great difficulty which I have found myself during my seven years in the office, and the great difficulty with the Horse Guards, is that if you go over there, you spend a couple of hours going to and fro and talking there, and meanwhile your work is getting in arrear here.

7098. That is owing to the fact of the two Departments being in separate buildings?—Yes, that is the great drawback. Otherwise many questions might have been settled between Colonel Watson and myself, say, in five minutes, which have taken at least five days; because it takes three days for a paper to get across very often, owing to our registry.

7099. Could that not be got over to some extent if there was a regular meeting at stated intervals at which representatives of the Inspector-General of Fortifications, the Quartermaster General, and Adjutant General should all attend?—I do not know that any periodical meeting would settle it.

7100. Whenever there was something to settle?—I think we have generally managed it, and certainly last year. I have often gone over to the Inspector-General of Fortifications, when we have had perhaps a little difference of opinion, and Colonel Watson has come over to see me, and so has Colonel Bagot. We have discussed the matter on the spot, and been able to settle it. But there are so many papers passing to and fro that it would be almost impossible to settle every paper in that way.

7101. When a proposal for a new barrack comes up, one can understand that the Inspector-General of Fortifications has to be consulted; but where does the Quartermaster-General come in particularly; what has he got to say upon the subject?—He has to say what accommodation is required and whether the barrack is required; he has to say what is necessary, and the Engineers have to build it.

7102. If he says, "I want accommodation for so many troops at such and such a place," would he be consulted as regards the site on which the accommodation for so many troops should be erected?—Yes, he would be consulted on the site plan, because there are many questions involved in a site plan which we do not think the Engineers alone are capable of settling; for instance there is the position of the canteen and recreation-room with regard to the other buildings. They might go and put them in an out-of-the-way place which would be suitable for a building from their building point of view, but utterly unsuitable for the benefit and convenience of the troops. We have to consult the convenience of the troops, not to look at it purely from a building point of view.

7103. Surely, if a man was erecting a block of buildings which had to have a billiard room, he would put the billiard room somewhere where it was accessible?—A billiard room would be a portion of the mess.

7104. He would put the mess where it was accessible?—He might not. Generally the mess is built in the same block as the officers' quarters; but, for instance, he might put the sergeants' mess in an inconvenient place, a long way from where the sergeants were located.

7105. I could understand it if it was a Civil Department altogether, which had no knowledge of Military requirements, but it seems rather difficult to suppose that a Military Department, knowing the Military requirements, should deviate from what is obviously required by Military necessities?—We have had several cases of that.

7106. You do find that the intervention of the Quartermaster-General at that stage is useful and necessary?—We have been able to point out things that we thought improvements, and when the site plan has been sent back to the General I think I may safely say that in nine cases out of ten he has agreed. If possible we agree with the General; but, if anything occurs to us, we merely make the suggestion to him for his consideration; and then, if he still adheres to his original opinion, we generally give in—unless there is some very strong reason against it.

7107. With regard to rifle ranges, those are settled also in concurrence between the Adjutant General, the Inspector-General of Fortifications, and the Quartermaster-General, are they not?—For the last three years, I think it is, we have had a Rifle Range Committee, and that Committee has settled nearly everything.

7108. Who form that Committee; is there a representative of each department upon it?—A representative of the Quartermaster-General, of the Inspector-General of Fortifications, the Adjutant-General, the Commandant of the School of Gunnery at Hythe, and one of the Finance Department, F 4, Mr. Brade.

7109. How does the Quartermaster-General's Department come in in settling a Rifle Range; what is his exact contribution to the settlement of that question?—He is affected in a good many ways. To begin with, we have a certain amount of money placed at our disposal, at least it is available; of course we have to get authority afterwards to spend each sum; the Secretary of State has to approve each sum being allotted; but there is a certain amount passed by Parliament under the Military Works Loan for Ranges for Volunteers and for Regulars, and Militia.

7110. As regards that money under the Military Works Loan, is the responsibility for the spending of

Col. J. T. Skinner, C.B., D.S.O.

28 Feb. 1901.

Col. J. T.
Skinner, C.B.,
D.S.O.

28 Feb. 1901.

it on the Quartermaster-General?—The Quartermaster-General is responsible for Rifle Ranges; the Engineers spend the money under the advice of the Quartermaster-General. It is the Quartermaster-General who has to state the requirements, and also he is affected in a great many cases with regard to leases; he makes the leases.

7111. The Quartermaster-General does?—Yes.

7112. I thought the Inspector-General of Fortifications made the leases?—Over 21 years; the Quartermaster-General under 21 years.

7113. But the Inspector-General of Fortifications generally deals with leases, does he not?—Not under 21 years.

7114. No leases under 21 years?—Not that I know of. I do not think any.

7115. Is there any reason why he should not deal with leases under 21 years as well as with leases over 21 years?—I think it would be a great inconvenience, if, for instance, the Adjutant-General at Aldershot had to refer to the Engineers for the hire of camp ground for a Militia Camp which probably becomes an annual tenancy, or when he has to make arrangements for the camping of troops. The Quartermaster-General is responsible for that, or his representative in the district; he hires the land and has done with it. He need not refer to the Engineers.

7116. But when you hire land for a rifle range, it is more permanent?—But you were talking about leases generally, I understood.

7117. But let us come back to leases for rifle ranges?—For rifle ranges we generally hire them for not less than seven years if we can help it, because you do not want to spend a large amount on construction on land held for a short tenure. You prefer, of course, to buy the land.

7118. I fail to comprehend exactly what the Quartermaster-General's contribution to the settlement of that question is. I understand that the Adjutant-General and the School of Musketry have to see whether the range is suitable for the purposes of musketry instruction, and the Inspector-General of Fortifications has to see whether it is a range suitable for the building of targets, and so on; but where does the Quartermaster-General come in?—The Quartermaster-General has to say whether the range is required in that locality, and for what corps it is wanted, for instance, for the Militia, and what would be the cost of sending that corps to another range at perhaps a greater distance. We always have to weigh the whole financial effect of acquiring a range in a certain locality, as compared with what would be the cost of sending the unit that would use that range to another place.

7119. That is the Quartermaster-General's duty?—Yes, the movement of troops, and the quartering of troops.

7120. (*Sir Charles Welby.*) As a matter of fact, at present there is a scheme in existence for creating and distributing ranges all over the United Kingdom, is there not? I mean to say the question as to the localities in which ranges are required is one that is now settled practically, and all that remains to be done now is to provide range accommodation in those districts?—Do you refer to the War Department ranges?

7121. Yes, entirely?—There are also the Volunteer ranges. One range might be used, if taken by the Volunteers, also for the Militia, and the more ranges we can get the better, I mean provided they are economical.

7122. (*Colonel Miles.*) On the range question, rifle ranges are frequently situated at a distance from the stations of the troops?—Yes.

7123. The questions that come into the Quartermaster-General's Branch with regard to the provision of ranges are, as you say, the moving of troops to and from that range, which is sometimes rather costly?—Yes.

7124. It frequently happens that a camp has to be formed at a range so that the troops may be on the spot to avoid transport?—Yes.

7125. Then you have to hire the ground for the camp at that range?—Yes.

7126. And with those camping questions, other allowances of a Quartermaster-General's nature are

more or less intimately concerned?—Yes, certainly; field allowances particularly, and rations.

7127. It may be better to send the troops to a range in existence instead of having a new range, or it may be better to have a new range instead of sending the troops to a range at a greater distance to which they previously went?—Yes.

7128. And those are Quartermaster-General's questions?—Yes; or the only range available may be congested, and then we have to consider the expense of sending these troops to another place, whether it would not be cheaper really to pay the cost of that range with the interest on the money than to send them to a greater distance.

7129. (*Sir Charles Welby.*) May we take it, then, that the interest of the Quartermaster-General in the question of ranges is confined to the question of the geographical position in which a range may be placed?—As to what corps it would be used by and the expense involved.

7130. That necessarily follows from the geographical position?—Yes, and as to its suitability for training.

7131. Is not that for the Adjutant-General?—That is for the Adjutant-General; but still, if the Adjutant-General is represented on the Committee, that would follow; but we are so intimately in touch that you may almost say that the training affects the Quartermaster-General.

7132. In fact, you think that the functions of the Quartermaster-General and the Adjutant-General, as regards provision for the training of troops, are not quite clearly defined, and do overlap to a certain extent?—They are perfectly defined, but one knows the wants. You have a member of the Adjutant-General's Department on the Committee, so that one knows their views. Still, one has a general knowledge of what those views are.

7133. But I think the Chairman's suggestion rather was that the splitting up of the responsibility on the question of ranges between three departments, even though it is assisted by a Standing Committee, is necessarily rather a complicated one, and one that leads to delay; and he was rather suggesting that it might be possible to dispense with the functions of one of the three departments which has to intervene in the question.

7133A. (*Chairman.*) If you could get the work done by the three departments done by one?—It is only done by one. You only consult the other two as to the need and benefit.

7134. (*Sir Charles Welby.*) But you consult them at every stage?—I think not; not after the first day. After you have once got their opinions that such place is a suitable place and it is worth while to spend the money, you do not consult them.

7135. Whom does it rest with after that?—The Inspector-General of Fortifications. It is practically left to the district. Then the Inspector-General of Fortifications has to lay the papers before the Secretary of State to obtain his sanction to spending the money already voted.

7136. But once the money is voted and the site fixed geographically, does the Quartermaster-General wash his hands of that range?—Until any subsequent question comes up with regard to lease, for instance, we have had one with regard to a lease at Whitechurch. Various questions may crop up on the lease after it gets into the hands of the lawyers; the other side may object to a certain clause, and then it will probably be referred to the Quartermaster-General as to whether it is desirable to give in or not.

7137. Would it not be a reasonable arrangement that all leases of land where it is contemplated to construct works of any kind, whether buildings or works for ranges, should be made by the Inspector-General of Fortifications Branch?—I personally should rather be in favour of going round the other way of transferring all leases to what I consider the business man, Assistant Adjutant-General for B.

7138. I mean with regard to work up here; I am not speaking of work in the district?—I think one would follow the other.

7139. But the present division, as I understand, is between leases of land under 21 years and leases over 21 years?—Yes.

Col. J. T.
Skinner, C.B.,
D.S.O.

28 Feb. 1901.

7140. I was putting to you that possibly the more businesslike division, if leases are to be divided into two classes, would be between leases where building and works were involved and leases where no buildings and works were involved?—Yes.

7141. That the former would naturally be the class that the Inspector-General of Fortifications is concerned with—and the latter not being concerned with works would not naturally come under him?—But I do not think that you would build anything other than a rifle range on land that was leased for less than 21 years, or less than 99 years.

7142. It was you yourself who introduced the question with regard to leases for rifle ranges?—It follows the general rule.

7143. (*Chairman.*) Rifle ranges are usually purchased, are they not?—If possible, but in many cases one is not able to purchase.

7144. And you get as long a lease as you can?—Yes.

7145. Would you build a rifle range on the land where you have a lease of not longer than seven years; does that ever happen?—Yes, certainly; the Volunteers do that. I do not remember the case of a War Department range being made on land being held for less than 21 years' lease, but the Volunteers constantly do it; in fact, they spend money on ranges which are held from year to year (in many cases they have in the past), but then they have a sort of understanding with their landlord that they are not likely to be disturbed. That is practically what it comes to, I think.

7146. (*Sir Charles Welby.*) I suppose so far as regards settling the question of geographical convenience of the site for a range, that could be decided by the General Officer Commanding quite as well as by the Quartermaster-General, could it not?—It ought to be, but I am afraid it would not.

7147. You would think so, but your experience is rather to the contrary?—Yes, I think so. And another point is that the range might be on the border of two districts, and the General of one district would never suggest a range just over his own border, although it might be very convenient to his station.

7148. That is rather an argument for making the General's district as large in geographical area as possible?—I think it is want of touch.

7149. That is rather the personal equation?—Yes.

7150. You could conceive of a General Officer to whom you might safely delegate it?—Yes, in fact we have suggested it to them in one or two cases. Take the vicinity of Lichfield for instance, before we got the Lichfield Range we asked the general to look in the vicinity over the border, and look to the division between the Western District and the North-Western. There is one of the Western District Stations (Welshpool) located not far from Chester.

7151. But you would not be prepared to accept their findings without further question and examination up here?—I think it is just as well that their recommendation should come up here in those cases, and it causes very little delay, that part of it. What we find is that in the districts they do not work sufficiently together, and you probably find a proposal come forward from the Commanding Royal Engineer signed by the General perhaps, but really from the Commanding Royal Engineer, without first having conferred with the other Staff Officers who are affected by Military training and expense of moves and so on.

7152. That is rather a reflection on the business procedure of the General Officer Commanding, that he does not keep his Staff together?—Well, I am afraid it happens in some districts.

7153. (*Chairman.*) Do you find generally that the functions of the Quartermaster-General and the Inspector-General of Fortifications tend to overlap?—They do overlap, I think, in some cases undoubtedly. We have to keep more or less duplicate records.

7154. Could you give us an instance of that?—For instance, as to the accommodation required in a barrack. The Inspector-General of Fortifications asks us what accommodation is required for various classes, Regimental Officers, Staff Officers, married people, single sergeants, and so on, and he has a record probably of what he thinks necessary; but he is generally guided by us; he sends a form, S. 1, for us

to fill in, and we, in many cases, have to refer to other branches as to the number of the various classes that are affected. For instance, the Artillery particularly, whose organisation changes very frequently; they, perhaps, have some higher class married men that we do not know anything about, or that it is contemplated bringing in. Those are only minor things. Then there is also a record of all this kept by the Inspector-General of Fortifications, so that really I think many of the records could be saved if we were both in adjoining rooms. The fault of it is being in separate buildings.

7155. That is the root of that evil?—That is the root of that evil. There is no doubt a great deal of that overlapping could be saved if you were in adjoining rooms. I was only going to say further that the Inspector-General of Fortifications and the Quartermaster-General being of equal rank, the Quartermaster-General has no power to refuse anything that the Inspector-General of Fortifications says; I mean to say that their opinions have equal weight.

7156. (*Mr. Mather.*) The Inspector-General of Fortifications can take no initiative in relation to the building of a barracks or doing any structural work, until the scheme has been finally decided between the Quartermaster-General and the General Officer Commanding?—The Inspector-General of Fortifications generally writes a letter to the General Officer Commanding on all these points.

7157. That is, informing him that he has so much money to be disposed of in that direction?—Yes.

7158. But after, I presume, he waits until the General Officer Commanding and the Quartermaster-General have conferred as to their requirements?—I think the Inspector-General of Fortifications also writes to the General Officer Commanding, and the whole correspondence on the subject goes from the Inspector-General of Fortifications' Branch, if he is dealing with it, but the Inspector-General of Fortifications really writes what the Quartermaster-General requires him to do, that is to say, he sends a form to be filled in of the requirements.

7159. But what does the Quartermaster-General or the Inspector-General of Fortifications know of the requirements until the General Officer commanding has been brought in?—They know perfectly well what is the establishment of a battalion and of the various classes that have to be provided for.

7160. That is, in a general way; but they do not know anything of the local circumstances, and it is the local circumstances that control your structure of the barracks from time to time; you cannot go always on the same plan in every district?—I think you can for main units, there is no alteration in the plan; it is only in the foundation, except perhaps the site.

7161. There is the question of water supply and drainage?—There are those questions, but I am talking of the plan of the barracks.

7162. But I do not mean the mere building, I mean from the beginning, the foundations that you require. Everything has to be tested on the spot?—Yes, that must all come from the Generals.

7163. That is what I mean?—I understand you to refer to the accommodation to be provided.

7164. And also as regards the accommodation; has the General Officer Commanding no right to suggest?—Yes, this form S. 1 is sent to him to fill up, which says exactly what is required for each unit in his command, or whatever the building is for.

7165. Is there any discretion left to the General Officer Commanding to enlarge, for instance, upon your suggestions; could he have larger recreation rooms for soldiers, or larger kitchens; could he suggest a mess for the men instead of their having the mess in their bedrooms?—He could suggest them, but a thing like that could not be agreed to for one district and not allowed for another. We should have to go to the Secretary of State on the general principle of giving extra accommodation. We have type designs which have been approved by all the Military authorities, and I believe also by the Secretary of State for all these institutes.

7166. Then you really work upon types to begin with?—Yes. Now, at last, we have reached a stage that we have never reached before, that the Inspector-General of Fortifications has types for each particular

Col. J. T.
Skinner, C.B.,
D.S.O.

28 Feb. 1901.

kind of building in the barracks, so that now all he has to do is to send the type plans out to a district and they can go on on those lines. I am not talking of numbers of married quarters, for instance, but the type of the canteen, recreation rooms, barrack block, dining room, kitchen, tailors' shops, and so on.

7167. And after this preliminary conference you drop out of the transaction altogether; the Inspector-General of Fortifications takes it up for construction?—Yes, directly the site plan is settled.

7168. You have nothing more to do with it?—We have nothing more to do with it until it is completed.

7169. (*Sir George Clarke.*) I gather from your evidence that you do not find much difficulty in settling questions up with the Inspector-General of Fortifications' Department, and not much undue delay or circumlocution except what arises from the separation of the two offices?—Yes, that is so; in fact I find that we work in the smoothest possible manner since I have been up here.

7170. Does your Branch come into the question of repairs and maintenance work?—No, that is all done in the districts by the engineer.

7171. Would your department be responsible for representing to the Secretary of State the need for any barrack expenditure, or would it be the duty of the Inspector-General of Fortifications?—All those questions come up in the Annual Estimates. You have your proposal on the Annual Estimates for all the necessities in the district, at least within moderate limits, of which each district is informed, and within that limit the General puts forward his proposals to the most necessary services. That is considered first of all by I.G.F.2 and Q.M.G.1, and then it is considered again by the Inspector-General of Fortifications and the Quartermaster-General, and they each strike out so many items on this list, and then it goes to the Adjutant-General and he strikes out a few more, and then it goes to the Commander-in-Chief and he strikes out a few more, and then it goes to the Secretary of State who strikes out most of the rest, except sanitary matters. There is very little left at the end of it. Out of some 500 demands I do not suppose there are 50 that stand in the Annual Estimates.

7172. Do you think that some better arrangement could be arrived at for dealing with proposed services than that, which seems to me, may be a survival of the unfittest?—Yes, that is what it comes to. What have to have preference in all these cases are the sanitary matters and continuation services, that is, services taken up in the previous year and not completed, which really swallow up the whole amount likely to be available on the year's Estimates. The only way to get at anything like a satisfactory method is to transfer all the bigger services to loan, and let things go on then from year to year as they are necessary, and, as new services come up, let them be included in a future loan.

7173. Then, in deciding what services should be included in a loan, who would hold the brief for the Barrack services; would you, or the Inspector-General of Fortifications?—We confer together on all those things, but they really make out the list on our representation. We say what is wanted, and then they make out the statement. That list is made out by the Inspector-General of Fortifications, and submitted to the Secretary of State.

7174. Do you consider that the duties of your department and those of the Inspector-General of Fortifications' Department are properly and sufficiently clearly defined?—I think there is a little duplication, as I say, owing in great measure to our being in separate buildings. I do not think there has been the very slightest difficulty at headquarters, but I do think there has been a great deal of difficulty in districts.

7175. And you think some clearer definition is, perhaps, possible, and might be advantageous?—Yes, I think so.

7176. I think you gave us a certain case in which you were able to correct what might be a mistake on the part of the Inspector-General of Fortifications' Department?—As regards sites.

7177. And from the illustration you gave, it seems to me that the mistakes would arise generally from want of sufficient local knowledge. Ought not the General Officers Commanding and your representatives in the stations and the others to be able to avoid such mistakes?—Yes, and that is why I think these mistakes

should never have happened; but still you will find that different people have different opinions. I remember a case at Winchester particularly, where we had all, more or less, agreed to the Winchester Barracks; then we consulted the Adjutant-General, then Sir Redvers Buller, and he entirely disagreed with every one; on the sites proposed for some of the buildings he was only consulted on that occasion with regard to the site because he was the Colonel of the Rifles.

7178. Not as Adjutant-General?—He was Adjutant-General, and also Colonel of the King's Royal Rifles, the two combined, and I think he was right, too; he drew attention to points that had been overlooked, and these questions were all sent to the General again; and nearly always, when we have referred back such questions to the Generals, they have agreed to them.

7179. You think, when these great delays that one sometimes reads about occur, they frequently arise through some change of policy on some great question arising after the matter is in a position almost to begin?—Yes, I have two or three cases here of that. For instance, Woking Barracks is one of the principal ones, and that summary (*handing in a paper*) will show you what has been the delay there, and in most cases it is due to change of policy. First of all, we agreed to put a Field Artillery Brigade division there. Then they said, "You must not have that; you had better put them at Aldershot, and move the Infantry battalion that was to be at Aldershot to Woking."

7179A. (*Colonel Miles.*) Is that the Female Prison?—Yes, I was on the original Board, I think, in 1892, and they have not turned a stone since.

7180. Is that the Alma Barracks?—The Inkerman.

7181. (*Sir Charles Welby.*) The decision as to what troops should be allotted to what particular proposed barrack rests with the Adjutant-General, not the Quartermaster-General?—I think distribution is now with the Commander-in-Chief, is it not? It has to go to D.; so many of these questions of distribution of troops affect Defence and Mobilisation, that we often have to consult D., and also the Adjutant-General.

7182. In this particular case of Woking was it on account of the mobilisation and distribution of troops that delay arose?—Yes, it was change of policy.

7183. (*Chairman.*) In 1891 it was decided (according to the summary) that the Female Prison should be taken over and made available for a battalion. In 1895 that dropped out, the money was wanted for something else; then at the end of 1895 it was taken up again, however, and this time the Female Prison was to be changed into barracks for three field batteries. In 1896 there were further modifications in the plan. In 1897 I think you got again to a battalion?—That was owing to the barrack being taken over at Portsmouth by the Admiralty, and it was desired to find a new site for that battalion, and they said, "Put it into Woking." Then after the Royal Engineers had drawn all the sites and plans and everything else for this Brigade Division at Woking the dining room question came up, and the whole plan had to be drawn out again.

7184. (*Sir Charles Welby.*) But such delays as that are due to changes in Military policy, which are inevitable under any system that you can devise?—They are owing to various things, not only to Military policy.

7185. (*Sir George Clarke.*) But it does sometimes arise, does it not, that the policy on which a barrack plan is based is still in a state of semi-solution; it has not quite crystallised itself out?—Yes.

7186. Do you think that there is any advantage in dealing with leases in two different departments?—I think it would be better to have them all in one department, except, I might say, for the short leases and the annual leases; all the rest should either be in the department of the Inspector-General of Fortifications or of the Quartermaster-General.

7187. And I understand that you would prefer them to be in the Quartermaster-General's Department?—Yes, I think so; but I think the Inspector-General of Fortifications would look upon it from the other point of view; it is not for me to say which is right.

7188. Do you employ the services of a land agent or solicitor in settling up your leases?—We have the War Department solicitor and Land Agent.

7189. And when you have leased land, does it remain in your charge, or does it go over to that of the Inspector-General of Fortifications?—That hangs again

upon whose lease it is, but the lease is really filed by the solicitor.

7190. But the actual charge of the maintenance, drainage, and so on?—That would naturally be Engineer's work—the up-keep of the land.

7191. Would the Engineers' Department be responsible for the charge of that?—Yes, if it is on lease, for keeping it in order and so on.

7192. But not for your leases?—Yes they would, if they were used for any such purpose as camps, and so on—any land held on any tenure at all more than an annual tenure.

7193. Do you see any advantage in calling your representative at every station Assistant-Adjutant-General for B.; would it not be better to call him Assistant-Quartermaster-General at once?—That is a point upon which I have not much opinion; and if I had, I think it is hardly a question for me to give an opinion upon. There are two Assistant-Adjutant-Generals in the district; one is the Assistant-Adjutant-General for A., who deals with the discipline and training of the troops, and the other is the Assistant-Adjutant-General for B., usually an Army Service Corps officer lately, who does the business part of it.

7194. (*Chairman.*) B. stands for "Business"?—And A. does not stand for training.

7195. (*Sir George Clarke.*) You do not see any particular reason why a certain class of duties should be called B. duties at the station, and called Quartermaster-General's duties at the War Office?—No. I see no reason why they should not be called the same thing at each place.

7196. As regards Civil and Military clerks, is there anything special in your department that requires the employment of Civil clerks?—I have tried both. I have had Military clerks; when I first came into the office I tried to introduce them, and I lost two very excellent clerks indeed directly the war broke out, but I think with an office of that description it is better to run it with Civil clerks. I was all in favour of Military clerks when I came here first, but I have changed my opinion. If you have Civil clerks you have permanent officials who learn up their work and stay in the Branch; but I would have Second Division clerks in those Branches.

7197. Then you would not have in your Branch any Higher Division clerks?—There were three when I came in.

7198. But you do not think they are required?—No, there is not one now. I am not in the Branch now, as I have handed over my office.

7199. Do you like the mixture of Second Division clerks and Military clerks in one office?—I think there is no objection to it whatever in that class of office. I will not speak about the discipline Branches, but Q.M.G., a Branch merely dealing with records, where there is no question of discipline affected, and in Branches where no discipline is affected I think the mixture does no harm at all, and it is a good thing to have one or two clerks in it who come in for a time and then go out to a district after they have acquired the habits of the War Office to a certain extent, and learnt their lines of working and so on, which may be very bad or may be very good.

7200. Then is your partial preference for Civil clerks based only upon their permanence?—Yes.

7201. Or is it based upon any idea of their qualification for your special work being better than that of such clerks as you get out of the Army?—I think it is based on their permanence more. I think the other men could do the work equally well if they were there long enough, but you cannot bring a young man into the office and keep him there—you cannot destroy his prospects.

7202. But there is no reason, is there, why arrangements should not be made by which specially good men should not get special increased pay and rank?—I think it would be a very bad thing for the soldier, if you brought him in with three years' service into the War Office and let him stop there altogether. I think it would be very bad for him.

7203. Then you think that the best plan would be that he should remain there for a short time, and then go out into the districts?—Yes, that he should remain

there a short time, then go out into the districts, and then come back, so that a certain number of the soldier clerks should learn the habits of the War Office and be in touch with it. I think the Civil clerks learn a good deal from the Military, in fact they admit that they do, and the Military learn a certain amount from the civilians, who have had a number of years' experience in that branch.

7204. (*Colonel Miles.*) As to buildings, buildings can be initiated by the General Officer Commanding the district, or as part of the building policy of the War Office?—Are you talking of larger buildings or minor buildings?

7205. Small buildings; their initiation would generally come from the district?—Yes.

7206. But the larger buildings—the building of a barrack as part of the building policy for units, would probably go from here to the district?—Yes, as a rule, although proposals might come from the district as they did the other day from the Duke of Connaught for the re-arrangement of the whole of his troops in the command; in the same way any General may make a proposal of that kind, which would simply be noted as a general principle, and not with a view to immediate action.

7207. But still such building proposals are initiated from either side, sometimes from the General in the district, sometimes by the War Office?—Yes.

7208. You think that the precise position of the Quartermaster-General and the Inspector-General of Fortifications might be more clearly defined with advantage?—Yes; my own opinion is that the Inspector-General of Fortifications has rather too much power at present.

7209. You might say that he rather in some ways touches upon the functions of the Quartermaster-General?—No, I would not say that. He never fails to consult the Quartermaster-General; he is only too glad to consult him, so as to be relieved of responsibility.

7210. But the duties of the two departments rather overlap?—I think they do overlap.

7211. The Quartermaster-General is responsible, broadly, for housing the troops?—Yes.

7212. And the Inspector-General of Fortifications is responsible for actual building?—Yes.

7213. But if you take a question such as sites, each department is perhaps equally concerned in it?—Yes, I think they would be equally concerned.

7214. For instance, it would be an advantage to put out the choice of sites entirely to the General Officers Commanding districts, and avoid the present cumbersome machinery of Site Boards?—Are you talking of a site of a particular building, or of a site on a new area altogether?

7215. I meant more particularly a site of a particular building?—You are suggesting that that should be left to the General instead of having a board?

7216. Yes?—I think the Board is waste paper.

7217. Of course the difficulty of giving it to the Generals is that they may use up sites on Government ground in some cases, which, in view of the building policy of the War Office, it might be desirable to retain for other buildings in future?—Quite so.

7218. That is the danger of giving them unrestricted power in that respect?—Yes.

7219. But if the Generals are made as fully as possible acquainted with the future building policy of the War Office, the selection of sites might perhaps be more largely decentralised into districts?—Yes, I think it might. The only thing is that the sites have to be reported to the War Office; they must know where they are, and then it is time enough to raise any objection, if necessary.

7220. We have dealt with the question of leases, but it may be desirable to go into some of the points owing to which I think the allotment of leases under 21 years was given to the Quartermaster-General, and the allotment of leases over 21 years to the Inspector-General of Fortifications. We frequently take up buildings, houses in certain towns and other places on short leases for married quarters, for headquarter offices, and matters of that kind?—Yes.

7221. And the necessity for that hiring is a question for the Quartermaster-General?—Yes.

Col. J. T. Skinner, C.B., D.S.O.

28 Feb. 1901.

Col. J. T.
Skinner, C.B.,
D.S.O.

28 Feb. 1901.

7222. The Quartermaster-General's is the branch that says, "Then I shall have to hire a building"?—Yes.

7223. If all those leases were handed over to the Inspector-General of Fortifications, or as it would be in the district, to the Commanding Royal Engineer, we should be introducing another branch through which it would be necessary to go in order to hire a building for the purpose for which the Quartermaster-General required it?—Yes, but unfortunately in all these hirings of buildings we have to go to the Inspector-General of Fortifications, because there has to be some sort of Board upon the building; it has to be passed by the medical officer, and then the Engineer has to pass it as to its habitable condition.

7224. Do you have a Board?—I do not think we have a Board; they merely inspect it, and then the Engineer says such and such things are wanted, and a certain amount of money is to be expended on the building, which comes out of the Engineer Vote for putting the building in order and keeping it up.

7225. Then, again, in regard to the process of hiring camps, that is sometimes done on short leases?—Yes, for a month or two.

7226. And there, again, it is the Quartermaster-General's Branch which first and immediately becomes aware of the necessity for that camp?—Yes, in fact, that is left almost entirely to the Generals; I think we interfere very little with that. Certainly last year we gave him absolute power to hire all the camps for the Volunteers, Yeomanry, and everything else.

7227. With good result?—Yes, I think so.

7228. Do not you think that that class of work generally could with advantage be pretty well put out to the districts?—Yes, I think so, certainly. It is only where we are bound by the Treasury that question arises. The Treasury have agreed now to our spending up to 500*l.* on a seven years' lease, but directly it is over seven years we have to get authority.

7229. With regard to Civil and Military clerks, there is one advantage in having Military clerks, is there not, in their being very technically acquainted with some of your work?—Yes.

7230. Take, for instance, re-appropriation forms and matters of that kind?—Yes, and for the general working of the office.

7231. On the other hand, do not you think with regard to what you said about deciding the plans of a building, that the Inspector-General of Fortifications might very properly be left free and made responsible for the proper position of, say, the mess or the canteen?—I have seen a good many things come forward that have passed through the Inspector-General of Fortifications, and we have noticed them, and they have gone back to the Generals, who have entirely agreed with us. It is only from my own experience I say that. I quite admit that in theory it ought not to be necessary.

7232. (Sir George Clarke.) Ought not the General Officer Commanding to have pointed them out?—Yes, that is it; the thing ought not to come up in that state.

7233. (Sir Charles Welby.) I think you said that the Inspector-General of Fortifications and the Quartermaster-General, being of equal power, when they disagree about a point, for instance a question of site, as they must sometimes do, it is rather difficult to settle such a question under existing conditions. That is what I rather understood you to say—that neither party had the power to impose his will on the other?—Then I think the matter would go to the Adjutant-General as the third party.

7234. The Adjutant-General being, as a matter of fact only very remotely concerned in the question of a site?—Yes.

7235. Do you think that it might help matters if there were some officers of higher status than either the Inspector-General of Fortifications or the Quartermaster-General who was in a position to settle such differences when they arose, and generally to secure the harmonious co-operation of those two Departments, and, perhaps, of other Military Departments?—But I think that would go to the Commander-in-Chief. You have always got the Commander-in-Chief to decide a dispute like that between two Military Departments.

7236. With regard to an important question of difference, no doubt; but with regard to any minor

question, for instance, whether the site for a barrack should be half a mile to the right or half a mile to the left, you would not trouble the Commander-in-Chief?—I think the Inspector-General of Fortifications and the Quartermaster-General would confer in a case of that sort, and I do not think they would ever disagree; after talking the matter over they would probably leave it to the General.

7237. Then we may take it that in your opinion there is no necessity for any other machinery than exists at present for securing the smooth working of the Departments?—No. I have never known any friction; there have been differences of opinion sometimes, but I do not think there has been any friction.

7238. Now as regards ranges: as a matter of fact there have been in many cases great delays, have there not, in providing ranges out of the funds provided by Parliament in 1897 under the loans?—That is the War Department ranges?

7239. Yes, the War Department ranges under loan?—Yes. As you know we have been looking for a range for a long time in the North-Eastern District, and not only have we not been able to get one, but we have only the General Officer Commanding to thank for it.

7240. (Mr. Mather.) What is the cost of a range?—Do you mean including the construction?

7241. Yes, including construction?—It depends upon the number of targets for one thing, but you may say from 3,000*l.* to 5,000*l.* for War Department ranges; it might go to 10,000*l.*

7242. (Sir Charles Welby.) It is the fact, is it not, that only about half the money voted by Parliament in 1897 has up to now been expended?—I could not say that without the figures; but there are many of those things in suspense, such as Willsworth, and that is entirely due to its being a very complicated thing directly you have to deal with Commoners. The money, I think, is allotted, nine-tenths of it.

7243. Allotted to a range?—Yes, and allotted to a definite range, and there is very little left. There was an additional grant a little time ago, but I think nearly all the money is spent under the 1897 loan, if not all; it is either spent or allotted to the particular range; and in some of those cases we do not actually know the final cost—you never can tell when you are dealing with Commoners.

7244. But there has been considerable delay in many of those cases, has there not?—Yes.

7245. To what do you ascribe that delay, speaking generally?—I should say it is the fault of the district when we have had the money.

7246. That is to say, since 1897 it has been the fault of the district authorities?—Yes; but before that it was for want of money; we could never get so large a sum.

7247. And in what is it particularly that the district authorities have failed?—They have not found a range—why, I cannot say; perhaps they are not to be got; they are always saying they are working for one, but nothing definite is forthcoming.

7248. Do you think that the General Officer Commanding's Staff for these purposes is not perhaps as satisfactory as it might be in its composition?—The District Inspector of Musketry has nothing else to do but to supervise musketry and ranges.

7249. And it is his business, is it, to search the country for suitable sites for rifle ranges?—Yes; but I think there is very often a want of touch between the Commanding Royal Engineer, who has the money allotted, and the Musketry Inspector.

7250. You think then that the failure does not arise so much from the unsatisfactory outcome of the actual negotiations between the General Officers Commanding and the owners of land, as from failure to find suitable sites?—I think as a rule it arises from failure to find suitable sites, I should have added, at a reasonable figure.

7251. But when it comes to the stage of negotiating for the acquisition of a site which has been discovered, and is regarded as satisfactory, what is the machinery of the General Officer Commanding for conducting such negotiations with the owner of the land?—For purchase, do you mean?

7252. Yes?—I think all purchases are done from headquarters, through Mr. Elwell.

7253. Are not the actual negotiations as to terms primarily carried out by the General Officer Commanding?—Only very little, I think, unless you refer to leases. I do not think so as to purchases; but I do not deal with that—that is I.G.F. 1.

7254. But do you think from your experience that very considerable delays and difficulties do arise at that stage?—Certainly, very great.

7255. Of course, Mr. Elwell is a man who has also a very large business apart from his War Office business?—Yes.

7256. And it is very difficult for him to give any large amount of his time to conducting perhaps a large number of separate negotiations, with separate owners of land in different parts of the country on behalf of the War Office?—Yes.

7257. And the necessity of waiting his convenience in itself must be a great cause of delay?—Yes; in fact we have raised that point several times, and I think there has been a recent decision upon it.

The Witness withdrew.

Mr. FRANK T. MARZIALS, further examined.

7261. (*Chairman.*) You have sent us in rather a long and full memorandum, and really it is so full that I do not think we have to ask you many questions arising out of it, as it explains itself; but we thought that you might like to say something in conclusion, or in further explanation of it?—I shall be most happy to explain any points that I have not made quite clear.

7262. I think it is so clear that there is really not very much to ask you upon it. It comes rather to be a question of difference of opinion. You have explained your opinions very fully, and they may or may not find acceptance with everybody?—Quite so.

7263. A proposal has been made to us, which goes really to the root of everything in your memorandum, to put the Accountant-General under the Commander-in-Chief?—Yes; that is, of course, the direct counter proposal to the suggestions I have made. The issue on one side or the other is plain. No distinction could be more complete.

7264. I think you have given us all your arguments in favour of not doing so, and we have had all the arguments on the other side in favour of doing so, but I think even the suggestion that we had of putting the Accountant-General under the Commander-in-Chief still admitted that as regards audit that could be done by the Finance Department outside the Commander-in-Chief?—That I did not understand. I do not know if I am proceeding outside of what I ought to know, but the Military Secretary's memorandum was shown to me, and I take it that the Military Secretary has emphasised, and more or less explained, the memorandum he put before you. Of course, I do not know what he has told you, but in the memorandum itself there was no reference to audit, and therefore I am in the dark as to what his suggestions on that point may be.

7265. I think his own suggestions with regard to audit are to do away with audit altogether at the War Office, and be content with the Comptroller and Auditor-General?—That unmistakably is a solution of the whole question. That solution has always been recognised, that the Audit Office might take upon itself the audit of the War Office. The objection to that has always been that any audit of another department must be of a purely mechanical character, and therefore that necessarily vast intercommunication and correspondence (the offices being different and not the same) would have to take place. In auditing the accounts of a different department, rules of an exact and definite character would have to be followed, and the power of exercising judgment would probably be restricted within a very much smaller limit; but unmistakably audit by the Audit Office is one of the systems that might be carried into effect.

7266. To come down from that rather large and general question to a particular question, you have given us your opinion that you do not think it desirable that clerks of the higher division should serve in military departments?—That is my opinion.

7267. Have you any view as regards the desirability of employing Second Division Clerks or Military Clerks in Military Departments?—I have no strong view of

7258. (*Mr. Beckett.*) Did I rightly understand you to say that in the North-Eastern District but for the General Officer Commanding you might have had a range?—I would not say that; but I say that the General Officer Commanding has not found one. We want a range near Grantham or Newark, and have asked the General to look for one, and he has put forward one or two proposals, and then he has said afterwards that he would sooner let it stand over until he looked for a better site—something had cropped up, and he did not recommend our going on with it.

7259. Several instances have come to our knowledge in which apparently the delay which has arisen is due to the fact that the General Officer Commanding could not make up his mind?—He has been hoping for better things, hoping that he would be able to find another site.

7260. (*Sir Charles Welby.*) Generals are apt to pursue the Will-o'-the-Wisp of ideal perfection rather too far and at a leisurely pace?—Yes.

Col. J. T.
Skinner, C.B.,
D.S.O.

28 Feb. 1901.

Mr. F. T.
Marzials.

my own; I may say, that even among the Military Departments there has always been a great difference of opinion on that subject; the Military men have not been entirely in favour of having Military clerks and of discharging Civilian clerks in their departments. If there had been any such absolute consensus of opinion, I do not see why we should not have agreed to it; I see no reason in principle why we should not have agreed to that. It is a matter on which, really, I should be very much guided by the opinion of the Military Branches themselves.

7268. You do not think it matters one way or the other?—I do not think so very much. I do not think, as a rule, the Military clerks are quite as good as the Second Division clerks. I do not think they have the same education, nor quite perhaps the same independence; but to that it is answered that if you gave greater facilities and advantages to Civilian clerks to enter the Army for the purpose of occupying clerical positions fairly well remunerated at the War Office, you might get a better stamp of men.

7269. That would be another way of getting clerks into the War Office, besides through the ordinary gate of the Civil Service examination?—That is so. So far as the Army itself is concerned at the present moment, I do not think it produces more competent clerks than it can itself absorb in its own offices.

7270. You mean in the district offices?—In the district offices.

7271. Supposing that Military clerks were introduced in the Military Branches, do you think it would be advisable that they should become fixtures, or that they should go backwards and forwards to and from the districts?—I think probably a rotation would be the better plan. I think that the tendency of the Military clerk if left here permanently, while the Officers' personnel necessarily changes so frequently, would be to place in the hands of the clerks an amount of power which I do not think, personally, it is desirable they should possess.

7272. In talking of the Central Branch you say, on the top of page 5 of your memorandum, that to their other functions are added the storage and distribution of stationery?—That is so.

7273. And on the top of the next page you say that the distribution of stationery is work that does not fall naturally within the attributions of the Central Branch, and is work from which that Branch might properly be relieved?—I think, myself, stationery ought to be regarded like any other store, and distributed by the Store Branch; that is my own view about it. I do not think it is naturally a function of what you would describe as a Secretariat, which the Central Branch here really is.

7274. We have had a great deal of difference of opinion as regards both the organisation of the Registry and the efficiency of the work which is performed by the Registry. I gather from your memorandum that you think there is some room for improvement, and that the Registry should be under a Higher Division clerk?—Yes, I do think so. I think

Mr F. T.
Marzials.

28 Feb. 1901.

that the work, a great deal of it, is of a purely routine character, but that owing to its central position, and the fact that every now and again it deals, as it were, at first hand with any letter of importance that comes here, there ought to be some functionary with power and discretion to deal with the letter received.

7275. As to how he should pass it on?—Yes.

7276. With what degree of urgency?—Not only as to how he should pass it on, but that he should see, if it is a matter of extreme urgency, that it goes straight to the person who has to deal with it, and that it is dealt with forthwith.

7277. But I suppose that every letter that reaches the Registry is served out to the Branch concerned with it in a short time?—Distinctly, on the same day.

7278. Within how many hours would letters that come in in the morning be served out to the Branch concerned with them?—They ought to be there by either the 11 o'clock box or the 1 o'clock box.

7279. You mean the box of each Branch?—I am using a technical term. There is a distribution that takes place about 10 minutes past 11 of papers from the Registry, another distribution at 1, and another at 3.

7280. Is the one at 11 the earliest?—The one at 11 is the earliest, but any specially urgent letter would not be sent through that ordinary routine, but taken straight away to the Branch to be dealt with forthwith. I think as regards such supervision, and the supervision of the Registry generally, there is fair room for a Higher Division clerk.

7281. We have had complaints that difficulties are particularly experienced in the rather haphazard way in which previous papers are attached to the paper going forward; that when a letter goes forward previous papers are attached to it which really have no reference to it?—I do not think, myself, that I have suffered in that way, or that any of my rooms have suffered in that particular form. The rule is, that whenever a letter is received, all the correspondence that ostensibly refers to the subject is annexed to it, and sent on to the Branch dealing with the special question.

7282. "Ostensibly" may mean a good deal. Do you mean anything that has ever come under that subject or anything that refers to that particular Sub-Division of the subject?—Every paper and previous letter referred to in the correspondence itself would automatically be annexed to the file of papers. That would be done automatically, as a matter of course. If the correspondence ramified into a larger subject, as it might very well do—if the questions raised were merely a sub-question of some large and important subject debated in previous times—then the Branch would have to send up to the Registry for whatever other papers it wanted to refer to. The Registry itself scarcely could perform that operation. I do not think it would be possible for the Registry Clerk who is not dealing with the subject itself, to know exactly what would be in the mind of the person who had to deal with it, and what the latter would consider the relative questions.

7283. Do you happen to know whether in other Public Departments in all cases there is a Central Registry?—Certainly there is at the Admiralty; but I think they have a Sub-Registry in the Accounts Branch as well. I think the Secretary of State offices have a Central Registry; the Colonial Office, and the Foreign Office, and the Treasury certainly have. There is a Central Registry in all the Military Districts.

7284. It has been put forward that the Registry might be broken up, and each Branch have its own Registry. I want to know whether you are against that, or not?—That does not commend itself to me. When a group of questions is dealt with always absolutely in one Sub-Division, then it is possible for that Sub-Division to have its Registry or its *quasi* Registry to itself; but directly the classes of papers are such that they have to be referred either to the Military Branch, to the Central Branch, or to the Accounts Branch, or *vice versa*, then one Central Registry becomes desirable. I may say, as an illustration of what I have said, that the Effects Branch, in which the questions are dealt with almost entirely in one Sub-Division, have a special branch of the Central Registry which registers for them only.

7285. Then, though you are strongly in favour, as I gather, of reinforcing the Central Branch by putting

it under a Higher Division clerk, at the same time you seem to have very little sympathy with the idea that the Central Registry should be a kind of school of criticism with regard to the drafting of letters?—I do not see myself how any Branch not absolutely dealing with the subject itself, can do that; or if they did they must do it with considerable delay.

7286. It was suggested to us that certain letters might actually go to the Registry to be drafted?—I think that would be a great mistake, because, quite obviously, that person drafts a letter best who knows most about the subject. If a letter of importance had to be drafted in the Registry, it would have to go back to the Branch dealing with the subject itself, to see that the draft embodied all the points in question.

7287. And you do not think the Registry could exercise any useful function in jogging up the Branches when papers were delayed?—I cannot say that I do.

7288. With regard to the action of the Central Branch on the Regulations, you think it is necessary that there should be some Central Department which would practically put the Regulations into official language in accordance with that used in other Regulations, and which should see that a new Regulation does not cut into any other Regulation?—Yes, I think that is necessary. It is not a mere question of language. The Regulations we issue are very varied, and relate to a considerable number of subjects, and it is desirable that they should be framed very much on the same lines, and, as you say, that one Regulation should not cut into and either repeat or contradict any other Regulation bearing on an analogous question. Some general principle should be observed throughout.

7289. Do you think that much could be done in your way of simplifying Regulations?—I do not think the can simplify Regulations until you simplify facts, and the worst of it is we cannot always simplify the facts. For instance, we have been issuing within the last week Regulations asking a number of old soldiers to come up, for this emergency, with certain privileges as to pension and gratuities. Every one of those men coming up, comes up with new and definite rates of a pension kind which it is almost impossible to simplify and engraft upon the old Regulations. In some cases these men are already in receipt of pensions, which will have to be supplemented under new conditions. That is a case in which the subject matter itself is not simple. I may say that as regards the desirability of simplifying facts, so far as one possibly can for the purpose of simplifying the Regulations afterwards, I am personally most keenly alive to it.

7290. As Accountant-General you attend the meetings of the Army Board?—That is so.

7291. Do you think the Army Board is a useful institution for bringing together the different departments who are interested in a question and for getting that question focussed?—In my opinion that is a very desirable arrangement.

7292. Do you think the Army Board performs useful work in that direction now?—The Army Board is a somewhat spasmodic body, one may say: at certain times it meets with extreme regularity, and at other times it scarcely meets at all. Under the régime existing four or five months ago, we used to meet twice and three times a week, but latterly we have only met about once or twice each month. But all during the early portions of the war we used to meet twice and three times a week, and any large question of importance was brought before us and considered, and, I think, with very good results; very often in that way things were done with an amount of rapidity which if they had simply been done in the ordinary way through the Office might have taken some four or five days.

7293. Then, in your opinion, would it be useful if the Army Board met more regularly, say, as a matter of course, at stated intervals?—I think it would be so, myself.

7294. I suppose the function of the Accountant-General on the Army Board is chiefly to explain the financial bearings of the question under discussion?—That is so, absolutely. There are two civilians on the Board, Mr. Fleetwood Wilson and myself, and I need not say that as regards any Military question that arose, we were absolutely silent, we expressed no opinion about it. Occasionally Lord Wolseley would ask our opinion upon some matter of a *quasi* Military kind having some relation to some Foreign Government, or

something of that kind, but on any purely Military question we perfectly recognised that it was not our function to express an opinion. But when a question arose as to expense, for instance, then, of course, I gave my opinion for what it was worth, as to what the cost was likely to be, and the bearing of it, and I also took note of anything that affected finance.

7295. You say that the Accounts Branch has to deal with what you call the central preparation of the Estimates; does that mean by way of throwing the Estimates together in a summarised form?—Yes.

7296. Or does it mean going through the Estimates as sent up by the other departments, and checking them?—It means both. It means, firstly, that some central body is required to bring all the Estimates into harmony and to centralise them and focus the amounts. The Estimates are really rather a difficult and intricate matter. Generally, we have some sort of total given us by the Chancellor of the Exchequer, and we have to work the various votes more or less down into those sums. The Secretary of State has to consider with his various Military Branches, and with us, how he can best allocate the money at his disposal; it is a combined function, as a matter of fact, is the allocation of the Estimates.

7297. But do the detailed Estimates that come up from the various departments require much checking, or are they as a rule fairly accurate?—It depends a little upon the Branches. The Quartermaster-General's Estimates we generally prepare in concert. I think that the Accounts Branch does, perhaps, most of the details of it, but we go through all of the details with the Quartermaster-General's people. With regard to Works Estimates, the Works Branch prepare statements of the new Services which they consider desirable; the Secretary of State then goes through the statements, and leaves in what he thinks must stand within the amount of money he has got, and rejects certain things he does not think must stand. From that point again the Estimate is very much prepared between us. The lists are put into Estimate form between the two Branches, and checked between the two Branches. In regard to the Director-General of Ordnance's Estimates, under the present régime, again the Estimate is prepared between the two Branches.

7298. I mean in the way of adding up the various items and seeing that the totals are correct?—The Estimates generally have to be brought into final form too much in a hurry at the last moment for any exact arrangement to be carried out; it generally has to be done the last day or two, as fast as you can, between the Branches all round.

7299. Now, as regards the Works Department, we have had some evidence on the subject of the audit there, and I think it has rather left upon us the impression that the real authority for expenditure must be the certificate of the Commanding Royal Engineer in the District, who actually sees the work, that the Audit or Examination is conducted by the Inspector-General of Fortifications himself does not amount to very much, and that the further audit or examination which is conducted by your Department cannot be anything more than a mere mathematical checking of figures?—That is true, no doubt. Whether it might not be desirable, and, indeed, I myself think it is desirable, that there should also be a check, I will not say constant or habitual, but a test check, upon the Commanding Royal Engineer himself, or I will not say upon the Commanding Royal Engineer himself so much, but upon the Commanding Royal Engineer's subordinates, who are in close touch with the contractors—this is, I think, a point to be at any rate borne in mind.

7300. But the Commanding Royal Engineer is supposed to control those himself, is he not?—Yes, but between the supposed and the fact there is occasionally a little windage.

7301. But if you say you consider some check or control upon the Commanding Royal Engineer's certificate to be necessary, that must be done, I suppose, by Surveyors or somebody having technical knowledge in order to make it really adequate?—I do not think it would be absolutely necessary. I think it would only be necessary to see that the proper books and returns have been kept at the Station—that the vouchers produced had supporting details in the records kept at the place itself. I have no doubt that an independent technical check would be the better check of the two

because it would not only combine a comparison of the supporting statement with the vouchers, but also might go behind the record and see to what extent there was a likelihood and reasonableness in the charge itself.

7302. It does not seem to me that you gain very much by going down and seeing that all the payments are made upon vouchers. If you want a real check you ought to have a professional check which should look at the work, and say whether this work which has been charged for is work of the description set down in the contract and in the vouchers. For instance, if there is a voucher for Public Work of a certain class of expensive brickwork, that examination should look at the actual brickwork and see whether it is of that class or not. That would necessitate professional requirements, and that seems to me the only check on the certificate of the Commanding Royal Engineer?—That, doubtless, would be a better check as regards a great deal of the expenditure; but as regards, for instance, the duration of the employment and the numbers of the men or the character of the small jobs that have been done, it would also be desirable to see that the actual records taken day by day corresponded with the bills that had been sent up to us, of which at the present moment we have no evidence. The voucher sent to us is a generalised voucher; so much work done, not in detail, that may stand supported by a fact at the back of it and probably does, but possibly may not.

7303. Would not the best system perhaps be to have surprise inspections of work carried out under the Commanding Royal Engineer by persons of technical knowledge, such as Surveyors, who could look into both the question of fact whether the brickwork was of such quality and also into the documents?—I agree, with the proviso that the Surveyor shall not be, or be likely to come under the Commanding Royal Engineer whose work he has got into look into.

7304. Precisely, he must be independent of him?—In that case I agree.

7305. But he might be under the Inspector-General of Fortifications?—There, I am afraid, I doubt.

7306. Why should you not arrange that the Inspector-General of Fortifications should have a small Staff of Inspectors for this purpose with professional qualifications?—Of course one enters there into the question of the independence of the audit, to what extent you consider that the criticising branch or individual should be absolutely independent not merely of the individual but of the body criticised.

7307. But I suppose the Inspector-General of Fortifications has as much interest as anybody else in finding out any irregularities that may be taking place in a District?—Generally, no doubt.

7308. Then if without doubt he is generally interested in detecting irregularities as much as anybody else, the Staff of Inspectors might be under him, and need not necessarily be under the Accountant-General?—I should prefer the absolute independence.

7309. That would mean that you would wish to have attached to the Accountant-General's Department professional Surveyors to act for you; as I think we have established that a real examination of these works can only be done by somebody of professional qualification, that the useful thing is to look and see that the work actually done is the thing that it purports to be, and not merely to look at the documents and vouchers?—Yes.

7310. Then that would be adding on to your Accountant-General's Department a professional element?—To that extent, yes.

7311. (*Sir George Clarke.*) In that case would it not possibly be necessary to have some other Surveyors to check your Surveyor? When it comes to a question whether one Surveyor is sufficient, or two, if your Surveyor is a thing apart altogether, he would only be one Surveyor, and that seems to me an argument for having another Surveyor on the top of him?—A check ad infinitum?

7312. Yes?—You must stop somewhere.

7313. In your memorandum you say: "When, for instance, the Army Board or War Office Council has to be 'seized of some important matter the Central Branch should prepare the brief.'" Supposing that important matter was the re-organisation of the British Army, why should the Central Branch prepare the brief?—I think I had rather in my mind then a

Mr. F. T. Marzials.

28 Feb. 1901.

Mr. F. T.
Marzials.

28 Feb. 1901.

question that has been elaborately debated, possibly between several of the Military branches, between the Adjutant-General, the Military Secretary, and, perhaps, the Inspector-General of Fortifications and the Quartermaster-General's Branch, and on which the Accountant-General possibly had had his say. In actual practice at the present moment all these opinions frequently go up to the Secretary of State uncoded and unclassified, and he has, or his Secretary for him, to wade through whatever opinions have been given before he comes to a conclusion; but I did not mean that every single question that went up to the Secretary of State should be codified in that way by that particular Branch. If the Commander-in-Chief wanted to re-organise the Army he would doubtless put forward his proposals as a general and large scheme. If I had said anything about the expense that statement of mine would have to be taken for what it was worth as an element in the transaction, but there there would be scarcely anything very much to codify or arrange, the explanation and statement of the case would probably have been made by the Commander-in-Chief himself. I do not mean that every question that goes before the Secretary of State should be re-arranged by the Central branch, merely that, in cases where there has been a considerable difference of opinion, possibly out of the office with other Departments, possibly in the office, that then the "focussing" should be effected by the Central branch. I do not mean that a précis would be necessary in every case that went before the Secretary of State.

7314. (*Chairman.*) If it is not done by the Central Branch it would have to be done by the Private Secretary of the Secretary of State?—That is so.

7315. (*Sir George Clarke.*) Are you not rather speaking on the questions submitted direct to the Secretary of State, without being submitted after consideration as Recommendations of the Army Board? I can conceive that when questions have been floating round the office and then brought direct to the Secretary of State, somebody must, as you say, codify them and focus them; but it would be a little different, would it not, when those questions are brought before the Army Board, which would be the focussing body, the final and independent recommending body, before they reached the Secretary of State?—My suggestion was that if there was any "focussing" to be done for the Secretary of State or the Army Board it should be done by the Central Branch, but that if the question was one that affected one particular branch that branch would make its own statement; for instance, suppose the Director-General of the Army Medical Department wanted so many more Doctors, or wanted to get a number of Civilian practitioners at a certain rate, he would make his own statement for himself and no précis would be really required.

7316. With regard to the three schools of opinion as to the independent powers of advice and criticism possessed by the Civil Accounts Branch of the War Office, which you enumerate, the second or intermediate school, you say, considers "that the financial adviser—a civilian, it may be—shall be part and parcel of the military branch, serving under the Military Chief, and responsible to him alone," then, later, you oppose to that view a statement that the military administrator has already too much work to do, that he has not time during his administrative business to spare for finance, and that his training generally is not that of the economist. May we not hope, in the first place, that we shall get generals who, having had financial responsibility thrown upon them in a district will take the view of economists?—I think their complaint rather is that they are at the present moment overburdened with matters of an administrative character, and that the training of their troops, to some extent, suffers. I have heard that.

7317. Then you do not hope that we shall ever have a General who is anything of an economist?—I will not say that; that is putting your statement in an extreme form, which, in its extreme form, I am scarcely ready to endorse. I will put it as an improbability.

7318. Then, again, you say, as against this intermediate and somewhat moderate proposal that this financial adviser, if placed under the Military chief, "would lose his independence, and his advice would grow to be worthless." Why should he lose his independence when he would be the repository of all financial knowledge and experience in that branch?—Because any subordinate serving under a chief must be taken broadly

to follow the desires of his chief; his independent opinion he may give, but it can be crushed in the bud; he can say: "For such and such reasons I consider such and such an expenditure not worth the money it would cost"; but his chief can say at once: "Yes, but I discard a consideration of that kind; I think it is worth anything, therefore your view of the money question connected with it must go by the board."

7319. Is not that rather assuming that Military opinion is a very stupid and short-sighted one?—No. I do not endorse that.

7320. Is it not most probable that the Military chief would be only too glad to get the financial view properly represented to him by his financial expert? It seems to me that one would learn to lean upon that financial expert if one was a Military chief, and his position, instead of losing independence, would become uncommonly strong?—We are looking at a beautiful idea, unrealized, I am afraid.

7321. But every Head of every Branch has to depend upon expert advisers, and surely your argument would mean that those expert advisers would lose their independence. I do not see why any one who advises on finance more than anyone who advises on guns, because they are under a chief, should lose their independence. I think the Chief must lean upon them for their expert advice. You do not take that view?—I am afraid in actual practice that is not the case. The desire of the chief in a case of that kind is, very naturally, a spending and not an economical desire. You say he might be taught to consider the economical side. As regards a great many men, unmistakably that is the case. I do not for a single second say that an Officer is always a spendthrift, and a Civilian clerk always a rigid economist; you have to take the various men, who differ both in Military and in Civil life; but, taken broadly, the Officers' desire will be for efficiency, which must be represented by money, and any consideration which hampers him in that view will undoubtedly be distasteful to him.

7322. But my point is rather that this Civil official will be the one person who can tell him what his proposal would really cost. Would not the head of the Department be an exceptionally wrong-headed and stupid person if he absolutely disregarded the advice of his expert estimator? It seems to me he would be almost too stupid to conceive?—I think he would probably take the course you suggest, I am not quite sure he would always do so, because he might possibly regard the result from his point of view as undesirable. And you have something further to consider. If you make the Military Branch the unchecked source of all the expenditure, with, as I think, cost as its secondary consideration, you will inevitably get behind your Military Branch some other Department of the State which would have to do the work that is done by the Accounts Branch here. I do not think the Treasury—and I am not using the expression here in the narrow or departmental sense—but I do not think the State behind the Treasury would say that the Military Branch unchecked as regards expenditure, must have the control of the purse strings.

7323. My view was not that it should ever have that power—that it should not control the purse—but that it should have the means of getting expert advice as to the financial effect of its proposal?—Unmistakably, but that at the present moment we are always prepared to give. If any Branch wants to know what a thing would cost we are always prepared to give them the information.

7324. And you think it would be better that that information should be given in that way than by the same people with the same experience acting under a Military head?—That is my view. But as regards the fact that information is given that is constantly done. The Adjutant-General, for instance, sends over and asks what a certain proposal will cost, and we always, as a matter of course, give him the information to the best of our power.

7325. And you attach extreme importance to that advice being given by an outside Department?—I attach extreme importance to it.

7326. (*Colonel Miles.*) With reference to your statement that there "is very great danger in Army and Navy Administration, that the Administrators should concentrate their energies on other questions than those of cost," the Military administrators will be

charged with the expenditure of only a certain sum of money, and surely it will be to their interest to see that it is expended with the greatest regard to economy?—It is not always a certain sum of money.

7327. It must be a limited sum; he will be given the money that he is to spend. The spending branches of the Military departments are allotted their funds?—Certain occasions arise where the funds, owing to some exigency, are not sufficient, and have to be supplemented in some form.

7328. Quite so?—You are speaking now, I suppose, not of exceptional cases to which I refer, but of the habitual expenditure?

7329. Yes?—That is to say, the Quartermaster-General has so much given to him for food, so much given him for travelling, and so much given him for one thing and another, and within those limits it is his interest to keep within the sum, and also to expend it to the very best advantage?

7330. Is not that so?—That is so as regards the normal and habitual expenditure, but that is not so as regards the innumerable questions that arise during the year as to additional expenditure, or additional grants, or as regards alterations in the programme of the year which might be carried on within the amount for the year, but yet might not be in accordance with the original programme.

7331. But the original programme would form the great bulk of the expenditure, would it not?—It would form the bulk of the expenditure, no doubt.

7332. The remainder would be small?—Where I consider that the check would come in is as regards alterations of rates, alterations of grants in kind, alterations of programme of conveyance; and in a case of that kind the Quartermaster-General's votes are of a rather normal kind, they do not really comport very much alteration of programme between the beginning of the year and the end of it; and I am perfectly prepared to admit that in the Quartermaster-General's Branch there have been great efforts made for the saving of money and doing things in cheaper ways; that has been done repeatedly. I am not, for a second, prepared, or wishing, to deny that economical efforts have been made by the Military Branches.

7333. Then you think, at any rate so far as the Quartermaster-General's Branch is concerned, that they do not concentrate their energies on questions other than those of cost; your fear is that they will do so?—I think that, even with regard to the Quartermaster-General's Branch, the efficiency rather than the cost would naturally be what he would look at.

7334. Rightly, no doubt. Would you not say that there were the same incentives to economy on the part of the Director-General of Ordnance, who has to provide stores and goods for the Army, and is given a limited amount of money to do it with?—I should scarcely say quite the same.

7335. (*Sir Charles Welby.*) In reference to the Chairman's suggestion that in order to carry out the kind of local supervision of works expenditure which you rather insist upon, it would be necessary to add to your staff some technical experts, is it not the fact that there are, at all events, a very large class of cases in which such supervision would be valuable, apart from any special technical knowledge. Perhaps I can make clearer what I mean if I refer to a case that I have before me as an instance, a case referred to in these papers, in which it appears that a contractor at Dublin on a close examination of his books found that he had received twice over from the War Department the sum of 337, in payment for a wood-block floor carried out at Portobello Barracks; that the error probably arose through a payment on account having been overlooked when the total cost of the work was claimed; that the contractor has voluntarily returned the amount; and that the General Officer Commanding stated that the evidence seemed to show that the over-payment was due to carelessness in not sufficiently checking the bills when they passed through the Division Office, and the error escaped notice under the system of the examination of accounts in the Inspector-General of Fortifications Department. I take it that that case under an efficient system of local supervision would have been detected, and required no special technical training for its detection?—No. In that case no doubt the overcharge would have been detected by a comparison of the

date and the totals. That is really the point that I tried to bring out in my reply to the Chairman's question: that the local check to a certain extent might be efficient if made by non-professional persons, but that a professional check would be more efficient than that of a non-professional; the professional check might combine the two.

7336. But such a system of establishing local audit offices, as has been suggested to you at an earlier stage of our proceedings, would of itself, you think, be valuable, would it not, in providing a closer and more immediate supervision of the local works expenditure?—In either case the check would have occurred in the office of the Commanding Royal Engineer himself, and that error might consequently have occurred just as much by the Pay Office or Audit Office checking at Dublin as here. Possibly, being at Dublin, the auditor might more frequently have gone into the office of the Inspector-General of Fortifications, and seen that his bills were in due form; but that would, of course, be equally met if anybody were sent down from here.

7337. Then, again, with regard to your particular Finance Department, I understand that the Actuary who has up till lately formed part of the Central Department of the Office, has been lately transferred to your department?—That is so.

7338. Is it not also the fact that he is at present, and always has been, dependent for the statistics on which his calculations have to be based on the Statistical Department which is under the Adjutant-General?—Oh, no.

7339. I mean with regard to all matters of the personnel of the Army?—Confining your question to Establishments, I agree with you; but, of course, the Actuary has a great number of questions to work out which relate to the personnel, in the sense that they affect persons in the shape of pensions and non-effective charges; a great deal of his work is connected with that, and that in no sense comes from the Adjutant-General. But if you confine your question to questions of establishments and drafts, then his data come from the Adjutant-General's Branch.

7340. And is there, so far as you are aware, any particular reason why the statistics with regard to personnel should be under the Adjutant-General's Department rather than any other Military Department; or, indeed, is their natural position not under the Central Office?—No, I am afraid I cannot say that. It seems to me that the question of establishments is essentially a question for the Adjutant-General to settle. It is essentially also a question for him to settle as to drafts, as to the number of drafts, and as to the recruiting of the Army, and its efficient state. Those are Adjutant-General's questions.

7341. I did not put it to you as a question of settling questions, but rather of keeping records, statistics pure and simple?—I cannot say that I see any immediate advantage in the transfer.

7342. However, you think it would be no advantage to your Actuary to have under his own hands the statistics with regard to personnel which form the basis of so many of his calculations?—No, I am afraid I do not, because those statistics are collected and organised in view of certain action, which action must be taken by the Adjutant-General, and not by the Central Branch. Therefore, it seems to me that the statistics should remain rather with the administering Military Branch than with the Central Branch. It is not as if those statistics were collected simply for information; they are collected really as the basis of action.

7343. I should have thought that the large mass of them were collected merely with a view of compiling the Annual General Return of the Army. However, it is not an important point?—It is not a question that has come specially before me, and therefore my opinion is not an expert opinion.

7344. (*Mr. Beckett.*) You say that the Heads of Departments have access to you for financial advice at any time?—Yes.

7345. In Sir Coleridge Grove's memorandum he makes reference to the General Officers and points out that it would be an advantage to them if in putting forward their proposals they could consult Financial advisers, presumably a branch of your office, to inform

Mr. F. T. Marzials.

28 Feb. 1901.

Mr. F. T.
Marzials.

28 Feb. 1901.

them in the same way as you inform the Heads of Departments as to the cost of any proposal that they wish to put forward. Do you not think it would be an advantage if they were provided with such a Financial adviser?—To that extent certainly there might be an advantage. The difficulty would be that if the proposal were one of any very large importance my local representative down at the station could scarcely commit me to any opinion upon it. He might work it out as regards the details of the cost so far as it was locally concerned; but if it were a large question affecting the Army generally he would naturally

hesitate to give an opinion about it without reference to me.

7346. But I gather that it would not be necessary for him to give an opinion, except as regards the cost?—As regards the cost, without question, to that extent I agree.

7347. Because Sir Coleridge Grove points out that it would be an advantage if, in making their respective proposals, the General Officers Commanding were fully aware of the cost of their proposals?—The scheme has that advantage.

The witness withdrew.

TWENTY-FOURTH DAY'S MEETING.

EIGHTEENTH DAY'S EVIDENCE.

At the War Office.

Tuesday, 12th March 1901.

PRESENT :

MR. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-General Sir FREDERICK MAURICE, K.C.B., examined.

7348. (*Chairman.*) Since when have you commanded the Woolwich District?—I have been there just over five years, since 7th December 1895.

7349. Before that did you command any other district?—No, I came there from Colchester, where I had been the Officer Commanding the Royal Artillery. I was, however, for about two months, during the absence of the General Officer Commanding, in command of that district and became acquainted with its working.

7350. Have you at any time held any appointment within the War Office?—I have been employed in the Intelligence Department and I was Deputy Assistant Quartermaster General in that Department for a short time, giving it up to go as Assistant Adjutant-General to the Nile Campaign in 1884.

7351. I think we had better turn in the first place to the Memorandum which you have sent us under date the 7th March; have you a copy of it?—Yes, I have it before me.

7352. The general impression left upon me by your memorandum is that the result of recent measures taken after the report of the Decentralisation Committee has been to decrease the work which your Department has thrown on the War Office, whilst it has not increased the work of your district itself?—Exactly.

7353. You proceed to give us certain instances in which you think that this salutary work of decentralisation might proceed further?—I have mentioned just a very few here, and there is one which I have since seen my way to add which I will put on the paper, if you please, afterwards.

7354. We shall be glad if, after going through the Memorandum, you would supplement what you say in it by any further suggestion that you have to make. We must, of course, premise that it is rather difficult to institute a comparison between the work before the Decentralisation Committee reported, and the work since that Committee reported, when quite an abnormal

factor has been introduced owing to the war; and you point out yourself in your Memorandum the very fundamental differences owing to the conditions of foreign service that must obtain between England and Germany in respect of decentralisation. But is it your opinion that the proposal which was put before the House of Commons the other day for the creation of six Army Corps will to some extent allow us to approximate more closely to the German system in making these new Army districts more self-contained and autonomous?—My difficulty is, as regards correspondence, that I am afraid almost all the causes that force correspondence on the War Office will obtain nearly as much with the Army Corps as they do now with the districts. As I have said to you in my memorandum, my own experience is that the tendency of the War Office is to leave officers commanding districts very much to their own devices in regard to their own districts at the present time. I have done myself, in my own district, a good many things which I think afford pretty strong evidence of indisposition on the part of the War Office to interfere unduly with General Officers commanding districts. For instance, I think I may say that for almost as long as the British Army has existed there have always been garrison guards at every station in the Kingdom. The first thing I did when I went to Woolwich, believing very strongly in what the Secretary of State said himself the other day in the House, namely the advisability of reducing sentry-go as much as one could, was to abolish every garrison guard in Woolwich and substitute military policemen. My action was never objected to by the War Office, in the slightest degree, although I reported it of course in due course.

7355. Was there any regulation to the effect that garrison guards should be posted?—No, none; it was simply that they always had been posted. They had been reduced by my predecessors considerably, and I abolished every one.

7356. Then the question of garrison guards had been practically left to the discretion of the General in

Command of the district?—Entirely; but my point is that as a rule anything which can be dealt with in a district without interfering with another district is now, so far as the War Office is concerned, left to the discretion of the General Officer Commanding the district.

7357. But if this question of garrison guards was one which had been left to the discretion of the General Officer Commanding, why did you find it necessary to report it at all to the War Office?—I merely mentioned it, as a matter of fact, in the course of my Annual Report, because whatever you create in the way of Army Corps or anything else, the General Officers Commanding the Army Corps ought to let the Secretary of State know in their Annual Reports at the end of the year the general course of their procedure. But my point is that I did not ask any question about it; I did it myself, because I thought it right.

7358. You did not refer for authority?—Not in the least; I did it entirely off my own bat. Similarly, I had for nearly two years a long battle with the local authorities, which began by all Woolwich being against me, and ended by all Woolwich being absolutely on my side, to obtain possession of a certain piece of ground for the training of the troops. It was known as Bostall Heath. I had meetings with all the local authorities; I had to meet the London County Council; I had to fight out my own battle. I never asked a question of the War Office and they left me alone entirely.

7359. Was that with regard to getting authority?—It was no question of authority; it was simply a question of carrying out the rights of the Secretary of State for War in regard to certain Standing Orders under the County Council, which were in fact the product of an Act of Parliament which had given authority to the London County Council, with the counter-signatures of the Home Secretary and the Secretary of State for War, to make certain Standing Orders. I found myself in riding over the Heath one day that those Orders provided that Infantry Military Drill should always be allowed to take place on that ground; I thereupon claimed my rights and after a long battle I got them. But what I am pointing to is that I was left absolutely alone, I had nothing to do with the War Office about it; and those were largish questions in their way. Similarly, I had a third case just after I went to Woolwich as regards the Brooke Hospital, of which you will have heard because of the discussion that has taken place as to the great cost that it has been to the "Metropolitan Asylum's Board." They created out of the rates a very perfect infectious hospital quite close to our Herbert Hospital. It was a matter of most extreme inconvenience to us in the Herbert Hospital to deal with infectious patients, so much so that there was a huge wing that was absolutely closed because there were half a dozen infectious patients occupying what practically represented the accommodation for 120 patients. I was most anxious to clear those few infectious cases out, in order to make room for the proper accommodation at the Herbert Hospital. I arranged that with the local sanitary authorities. They now send for my infectious cases as they arise just as they do for any civilians. They take them to the Brooke Hospital, by which means I cleared the wards. The only communication which I had with the War Office about it was that I came up personally and saw them and said, "You had better let me wash my own linen at home," and they agreed and left me to carry out my own arrangements; and ever since the infectious cases of soldiers have been going to the Brooke Hospital. The only trouble I have had was that I could not for years get the sanitation carried out at the Herbert Hospital, because it required a certain sum of money, until the threatening of the war made it necessary to get all the accommodation possible. Then I was allowed money to have the whole ward properly sanitated, and have used it ever since.

7360. But for what purpose do you cite these instances?—I cite them as instances of which I could cite many more, merely to show that, so far as my experience goes, I think at the present moment the intention and working of the War Office is, so far as the conditions of our Constitution and our world-wide Empire, and so on, permit, to leave to General Officers Commanding absolute freedom within their own Districts,—that all the cases I refer to the War Office are Army cases on Army matters, and that Army matters

become more important and numerous in relation to our Army than they do in relation to the German Army. For instance, owing to our continual flux and reflux, I have no such thing, as I have described in my Memorandum, as a permanent body under my orders; the actual units are perpetually changing, and the individuals within the units are perpetually changing; and therefore they come not only, as I there say, under different commands,—different Generals, and so on, but under different Governments,—India, the Cape, Egypt; and those involve all sorts of questions which must be Army questions; and I do not think, so long as our Empire is what it is, that you will ever be able to free the War Office from correspondence in the sense that the Berlin Office is freed from correspondence.

7361. That is to say, there must be some Central Office to correspond with and settle all cases with India, the Colonies, and so on?—That is my point. Then there is another question of very great importance. You have had a long and anxious Committee, and perhaps I might just pass up these letters to you; they may amuse you (*handing in some letters*). Those letters are representative of hundreds that are written from women who give you no indication enabling you to trace particular men. These require references often to all sorts of different districts in order to trace the particular men about whom they ask. That is entirely involved in our conditions of enlistment as compared with those of a foreign Army, and you never will get rid of that. Here is a favourable specimen of the correspondence resulting (*handing in a letter with the correspondence attached*). It entailed much less correspondence than several of those letters I have already handed in. The woman gives her own address, and does show where she is, so that we can correspond with her. Very often you can get no address whatever.

7362. (*Mr. Gibb.*) That may give you anxiety of mind, but no trouble?—But then very likely she will write to a Member and the Member will ask the Secretary of State why this letter has not been attended to. I have had a case in which the correspondence involved was considerable. I had a letter sent down to me by the Private Secretary to the Under Secretary of State asking me to look into it, and I had to bring them up a large packet of correspondence which he sent to the Member of Parliament, and the only acknowledgment was, "I see I have given some people something to do." Evidently he took a different view from Sir William Butler, and thought that he was doing good service to the State by increasing our office work.

7363. (*Chairman.*) Here is a letter from a soldier's wife in which she gives no address whatever, but simply says,—“You have sent me one day's pay short this month, I remain, yours faithfully, Mrs. Ward.”?—That is a very fair specimen. I could have given you many more, but some of the most racy I brought up to the Private Secretary of the Under Secretary of State, and asked that they should be put up in the Lobby of the House. I do not know whether they were put there or not.

7364. But your point is really, I take it, that the letters from all these ladies inquiring about their pay have to be dealt with by somebody, and as the husband may be at one time in your district and the next time in India or in Egypt, there must be some Central Office which has the task of tracing out those men?—That is the point. And there is the further difficulty that the public always “like to take out of a big heap.” You know the way in which in an apple shop they have a narrow board over which they spread a great many apples in a thin layer to look like a heap, and if you ask why, the answer is “that the public like to take out of a big heap.” Exactly on that principle every one likes, if possible, to write to the Secretary of State and they never write to the actual person who has to deal with the matter; they write to the Secretary of State, and then it comes down to the different districts; and that applies whether you have an Army Corps or a small district.

7365. These letters are very variously addressed; one is addressed to “The Lieutenant of Woolwich Barracks” and another to “The Head Manager of the Soldiers at the War Office”?—You see all those are involved in our conditions of enlistment; they could not possibly arise in a German station where a man is never moved; he is in his own village. Half our people who enlist do not want their friends to know where they are.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

7366. Yes, they generally go and enlist at a place to which they do not belong?—Exactly. So that my point is that you have an amount of correspondence there for which nobody is to be blamed exactly, but which is owing to the actual condition of things as they are. I think I ought *prima facie* to be called on to account, as a kind of erime, against good organisation, for the fact that I have 6,900 letters in one month and am only sending up 196 to the War Office; but it is that sort of thing which involves it.

7367. But as regards the constitution of these new Army Corps Districts. I suppose that one reason for the considerable correspondence between districts at present and the War Office is concerned with the question of drafts for foreign service?—Yes.

7368. The War Office practically selects the drafts?—My district is rather peculiar in that way; so far as the artillery is concerned, there has been a change and re-change about that two or three times, but very largely in that matter the Commanding Officer of the Royal Artillery at Woolwich carries out that detail in regard to drafts, as does also the Commanding Officer, that is, the Colonel who happens to be locally commanding at Woolwich the Army Ordnance Corps. He carries out all questions of the personnel of the non-commissioned officers and men of the Army Ordnance Corps throughout the Kingdom. In those respects my district is a little peculiar perhaps, and it would not be quite fair to take it as a specimen, because Woolwich, in addition to its being a garrison, is an outpost of the War Office. There is a good deal of War Office work done in the office of the Colonel Commanding the Royal Artillery there, and the Army Ordnance Corps Office does the same. And then there is the great Remount establishment, which is under me only for discipline, but for all organisation purposes under the Director-General of Remounts. And I have also a large Veterinary establishment which supplies, for instance, for this campaign all the veterinary stores and so on, and has all that work upon it. And the Herbert Hospital is a general hospital for the whole Army just like Netley. So that in various ways of that kind the district is special in the sense that there are all these different things. There is a Record Office at Woolwich for the whole of the Artillery. This is really a sort of offshoot of the War Office. All these things are under me for discipline, but they are really concerned with all parts of the Army outside Woolwich; so that in some respects that question of correspondence affects me differently from the way in which it would other people, and it is only fair to warn you not to take Woolwich quite as a specimen in those respects.

7369. But, in your opinion, would it be possible, looking to the future Army Corps districts, for each district to be responsible for furnishing so many drafts in every year, and for settling everything as regards those drafts, and for being responsible for sending them out itself or making arrangements for it?—That depends a great deal upon how far certain other changes are made. I expressly mentioned in my Memorandum that one difficulty is that all over the country at present you have, for each series of special purposes, special places of instruction, like Hythe for musketry, like Lydd for garrison artillery, like Okehampton for training the field artillery, and like Woolwich for various courses that officers, non-commissioned officers, and men, come to for artificers' work in connection with the Arsenal, and so on; each of those different places presents certain exceptional facilities greater than any others existing in the Kingdom, and as long as you want to have those special courses for officers, non-commissioned officers, and men, going down to those places, and as long as you have Aldershot for your great training school, you will still have the flux and reflux of units and of parties of officers, non-commissioned officers, and men, between corps as you now have them between districts. If you set up in each district a locality which you treat as a great training school independently of Aldershot, you will not have the necessity of moving units at all events from the one district to the training school at Aldershot; but if you are going to keep Aldershot as your great central school for uniformity and purposes of that kind, and are going to move the battalions periodically to Aldershot for a certain number of years, then in order to keep up any equality of training between the different units, all the units will have to go there periodically, and, therefore, you will have the same movements perpetually going on as now. A

regiment coming back from India may, perhaps, come to Colchester in the first instance, but unless there is a training-school like Aldershot in the district it would after a year or two move to Aldershot for training.

7370. A regiment coming back from India might require certain special training?—Yes, but as a rule it is not sent actually to Aldershot at once; it is allowed to get into order again to a certain extent. The result of a regiment coming back from India is that it has left a good many men behind it; it takes up a good many fresh men as it comes home, and it takes it some little time to shake into order again; and, therefore, as a rule what has been done is this: it has been allowed to shake itself somewhat together at another station and then is sent to Aldershot after a year or two years at home.

7371. I take it, that your point is that if these Army Corps districts are to be really self-contained and autonomous, each should be furnished with complete facilities for these various courses of instruction and drill?—Yes.

7372. That a regiment, say, coming home from India to a Scotch district should have a place corresponding to Colchester to go to, where it could shake itself together, and a place in Scotland corresponding to Aldershot?—Yes, you will be involved in all that if you are to prevent these perpetual changes. And, further, the number of places in England which are suitable for these various purposes is exceedingly limited. Okehampton, being on Dartmoor, is obviously a very much more available place for training the field artillery, with their present ranges, than any place you could get near Colchester.

7373. (Sir George Clarke.) It probably would not be possible to get an equivalent range for the Colchester district?—So I should say.

7374. (Chairman.) And if that is the case for that particular training, which can be found at Okehampton, and cannot be found in the Eastern District, your Army Corps district could not be autonomous?—I do not see how it could.

7375. (Colonel Miles.) It would be, up to that limit?—Granted. There is this to be said as regards that point, that now batteries go down to Okehampton for a certain time, and come back to their own district; so that, so far as that goes, it would not involve you in any great difficulty; they would only be sent down there for a time. But there is the same thing again as regards Woolwich. You see the thing that gives the facilities at Woolwich is, to a very great extent, the Arsenal, of which we have only the one, as regards the training and many of the courses that officers come down for, and they represent officers of all arms in the Service. I should think it might be done locally in the sense that you could set up different training schools for the artificers locally, without great difficulty; but it would all involve large fresh expense.

7376. (Sir George Clarke.) And you could hardly give artificers anything like the same training that you could by putting them by the side of the best Civilian artificers?—I should have thought not.

7377. (Mr. Gibb.) I do not quite follow what are the evils or the difficulties in your mind consequent upon the necessity for sending certain soldiers or officers from the Army Corps districts to a central training place for a temporary purpose?—There are two points; one is the moving of the units, and the other is the moving of individuals; but all I say is that if you get that perpetual movement of the units, on the one hand, for the purposes of a training school like Aldershot, and you get the movement for the purpose of courses, then it will become a question of reference to the War Office how that is to be arranged. As I have said in my Memorandum, all districts are encouraged as far as possible to correspond with one another for what can be settled between district and district; but very often it is a matter of general arrangement how the succession shall take place.

7378. (Chairman.) How would that bear upon the question of each Army Corps district supplying on its own responsibility the drafts which it was required to supply to India? Some of those men might be at Okehampton, some at Woolwich and elsewhere for special training, but you would know where they were and that would still be under the hand of the General Commanding the Army Corps in the district and he would make his arrangements to supply his drafts

if necessary having certain men detached for training in each of these foreign districts?—I do not think there would be any difficulty providing that there is a certain corps which feeds a certain particular district abroad, India or the Colonies, or whatever it may be, having the same kind of relation to that district in India, say, which at present a battalion has to its linked battalion abroad; but if you do not link them together, I do not see how you could carry it out.

7379. (*Sir Charles Welby.*) You mean that you would link the First Army Corps at home to some Army Corps in India?—Yes.

7380. (*Chairman.*) Would it not be possible to make the Army Corps district responsible for sending out so many men every year?—Yes, but it has to be filled up again; you get the men coming back. It is a question whether any particular Army Corps represents the same battalions, the same batteries, the same regiments of cavalry in succession year after year or not; if it does not, then so far as regards the question that you are raising of correspondence, you will have the same difficulty, that a central body must deal with this perpetual shifting between one command and another.

7381. (*Sir George Clarke.*) You mean that it would be very difficult so to arrange that these groups of Army Corps districts will supply certain units always abroad?—Yes.

7382. Because regiments change and may have to pass to other Army Corps when they come home?—Yes.

7383. And therefore it would be exceedingly difficult under this system to say to a group: you have charge of so many units abroad, you must supply them?—Yes, that is my point of view entirely. It is not that I object to the Army Corps system, quite the contrary; I am only presenting the absolute difficulties which I think you will have to tackle if it is introduced.

7384. (*Mr. Mather.*) But there would be in India a corresponding Army Corps to this in England?—My view is that if you carry out the proposal you ought to have Army Corps fitting to Army Corps abroad, as you have now battalions here fitting to battalions abroad.

6385. There would be no practical objection to that, would there?—I know of none, except that in any case it will be a matter to be settled with the Indian Government, for instance, and by the Quartermaster-General with the Admiralty as to sea transport.

7386. (*Sir Charles Welby.*) Would there not be great practical objection in that you would have one Army Corps the units of which would put in all their foreign service at a popular place like South Africa, while the units of another corps would put in all their foreign service at horrible places like Singapore?—Yes, that is quite true.

7387. (*Sir George Clarke.*) And it would not follow, would it, that the Government of India would accept your Army Corps organisation as being suitable to its conditions?—No, it would not follow.

7388. (*Colonel Miles.*) But the difficulty would come in more with linked batteries than with linked battalions of line regiments, would it not?—Providing you have a linked battalion at home, but if your Army Corps is to be fixed, that the Leinster Regiment, for instance, should always be in the Colchester District—

7389. I did not quite mean that; I mean that the draft of the 1st Leinsters, whatever district it is in, has to find the draft for the 2nd Leinsters in India; that could be arranged between the Army Corps and the Foreign Station?—Provided you come across no Government objection, which is a thing that does arise, as to the question of expense between the Indian Government and the Home Government.

7390. But as regards the numerical furnishing, equipping, and forming up of the drafts, that could be done between district and district?—Certainly.

7391. But it is more complicated in the case of Artillery, because you have to send out men for various requirements—drivers, gunners, and so on?—Yes.

7392. Whereas in the Infantry we send out 180 men of certain categories?—Yes.

7393. And I think no draft would be more difficult to manage than Artillery?—In many respects; but I am not looking at it specially from an Artillery point of view.

7394. (*Sir Charles Welby.*) But referring to the Report of Mr. Brodrick's Committee in 1898, I see there it is recommended that the General Officer should select drafts?—Yes.

7395. Are we to understand that that recommendation was not carried out?—So far as my own district is concerned, it has been with me almost an Artillery and Army Service Corps question. The Army Ordnance Corps, which is the other great corps that I have in the district, regularly arranges its own drafts from the Central Office in Woolwich all over the country as may be desirable; the Army Service Corps also is administered here in London entirely. The Artillery has been changing during the five years I have been there perpetually backwards and forwards between my Commanding Royal Artillery Officer in the District there and the War Office. There have been various experiments about it, largely in connection with the making up of detachments. You had much better take the evidence of somebody else about it with regard to Infantry drafts. As it happens, the two battalions that I had there before the war, the 2nd Lincolns and the 2nd Middlesex, had each come back from India, and been only there for a short time making up, and now I have two battalions, the 3rd and 4th Middlesex, practically consisting chiefly of recruits.

7396. They have not begun sending drafts yet?—They have not begun sending drafts at all.

7397. (*Chairman.*) To turn to another point, do you think that correspondence and reference to the War Office could be saved if a local representative of the Accountant-General was established at the headquarters of the command, in order to conduct the audit locally and to be at the elbow of the General in case the General wished to ask whether such and such a proposal that he had in his mind was in accordance with the Regulations, or could be brought into accordance with the Regulations, by turning it another way round?—So far as any question of Regulations is concerned, it seems to me that already the Paymaster is quite a sufficient adviser. I always send for him just as I should for any other Staff Officer, and consult him on a question of regulations. If it became a question of larger financial responsibility in the district, probably somebody of larger financial knowledge than the Paymaster, might be desirable, but so far as regulations are concerned, I do not think I have ever been put wrong by my Paymaster, whom I have always consulted on such matters.

7398. But it is conceivable that the Paymaster might put you wrong and correspondence might result?—I mean that practically I do not think it has been so.

7399. Whereas if your local Assistant Accountant-General had power delegated to him to deal with the question finally, there would be no question then of further correspondence?—Whoever you put at the head of the Account Office, if he could deal with it finally, it would very much simplify correspondence.

7400. That would, in your opinion, get rid of correspondence?—Of a good deal certainly, but as I have said in the Memorandum, it seems to me that relatively to the correspondence of the whole Army, so far as my experience goes, the correspondence with the War Office is a bagatelle. I only send up one paper in 35 that go through my Office.

7401. (*Sir Charles Welby.*) But that is in abnormal times; in time of war?—Yes, but I think practically the effect of the Decentralisation Committee has been to reduce it to a third of what it was both for normal and abnormal times.

7402. (*Chairman.*) Then you do not yourself complain of unnecessary correspondence and reference to the War Office?—No I do not. I say exactly as I said before that Committee, that it seems to me on most of these questions any excess of correspondence that is involved from questions with the War Office is a bagatelle; I do not see that they can avoid most of the questions that come to them. As long as explanations have to be given in Parliament (it comes to that really), there must be information in London available, and I think it is mostly for that purpose that any question is raised.

7403. It is owing to the curiosity of Parliament that centralisation is necessary?—Yes, mainly, though the other points I have named, which may be summarised by the words "the flux and reflux," affect it almost as

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

much. We have a world-wide empire and a popular Constitution. It is the inter-action of these two factors that produce it.

7404. (*Sir George Clarke.*) But every question in Parliament almost entails a reference to the station, does it not?—Yes.

7405. It cannot be answered by the War Office without the assistance of the station?—No, but still there are a good many questions that we can provide for by sending up information beforehand to the War Office.

7406. (*Chairman.*) In some of the papers that we have seen there has been some rather loose writing about the necessity of Generals having what is called a financial adviser; I suppose really this term "financial adviser," includes two things; that, on the one hand, it might be useful to the General to have a local auditor whose decision on any question should be final and who should assist the General in any question of interpretation of financial rules, and that, on the other hand, the General might find the assistance useful of a sort of business manager, a man not concerned with audit, but a man who would make his contracts and do his business for him?—At present the contract system is a tolerably simple one. As a matter of fact, mine and Aldershot are the only two districts that purchase their own forage. Woolwich is a considerable horse station, both because I have a good many batteries of field and horse artillery and because the remount establishment is there, and we purchase for all those our own forage in the open market.

7407. Who purchases the forage for you?—My Army Service Corps Officers, generally one or more, usually with the assistance of selected regimental officers of other branches.

7408. They come up to London and buy it?—Yes, as to oats. Hay and straw are mostly purchased from the farmers direct.

7409. Do they act under the authority of the officer called Assistant Adjutant-General B.?—Yes.

7410. He is practically your officer?—Yes, the contract comes before me for actual signature, but practically the work of opening contracts and so on is done by a committee, and the actual purchasing is done by my Army Service Corps Officers.

7411. And the Assistant Adjutant-General B. presides over it?—Yes.

7412. You practically take his advice?—Yes.

7413. He is your business manager?—Yes, as a matter of fact it has so happened that one of the great difficulties that we have had during the war has been that we have been so very short of officers that my Deputy Assistant Adjutant-General for B. has been doing three men's work, but that is a detail.

7414. The system works well as a rule?—Yes, I think so.

7415. Why is he called Assistant Adjutant-General B.?—Because they wanted to distinguish the two; they called the officer of the Adjutant-General's Department A., and the former Quartermaster-General's officer B.

7416. But he is much more a Quartermaster-General's man?—Yes; it was really in order to bring the Army Service Corps officer into that part of the staff, but "A." and "B." were merely just like "one" and "two."

7417. But he is really a Quartermaster-General's officer?—Yes he has been actually doing all the ordinary work of my local Quartermaster-General, that is to say, doing all the embarkation and disembarkation and all the purchase of forage and food and looking after contracts.

7418. Would it not rather clear up his title and functions if his name began with Q. rather than A.?—It is merely that the title has been changed; we go backwards and forwards very often in these things, and I am rather inclined to leave things alone as they have once been settled.

7419. Not because it is the best title?—No.

7420. Nor because it describes his functions?—No, but because his functions get gradually by practice to be known, and if you change the title people begin to think that you have changed his functions. After

all the mere title "Quartermaster"-General has very little relation to buying forage.

7421. (*Sir George Clarke.*) But it is a good old historical title?—No doubt. If I may recur to the whole question that you have been raising, it seems to me that the recommendation of Mr. Brodrick's Committee which is based largely upon Mr. Ismay's evidence of the all importance of bringing personally into contact the people who have to settle questions, is the most vital question of the whole. You see all the evidence of the great commercial firms tends to show the good result that they find produced by bringing people actually into touch with one another, and that when they want to get anything done they send somebody down to the spot to talk it over with those locally responsible and to settle it with them. That is the one thing I have been craving for all the time I have been at Woolwich, and that is the one thing which, from everybody up here being overworked, I have not been able to get. My point is that I think it is vitally necessary that the officers at the War Office should have their time sufficiently free to be able to come down and see for themselves what is going on in the different districts. I do not know whether you will wish me to give the evidence—it is a little personal—but my own experience is simply this: Almost all the men who have been at the War Office have been men whom I knew extremely well personally. From the very beginning I asked them, and I kept on pressing them all for two or three years, to come down to my district and spend some time there. I asked Lord Wolseley, I asked the Adjutant-General, I asked the then Quartermaster-General, I asked General Clery, and I asked Sir Coleridge Grove. They all agreed as to the importance of it, they all agreed that they would like to come, and they all promised that they would, but not one of them has found time to do it. Absolutely, the whole time that I have been at Woolwich, the only inspection that I have had (except that Sir Richard Harrison has been down just on his own particular business about once a year) has been one by the Commander-in-Chief. His private secretary first of all wrote to say that he wanted to see not a formal march past but a field-day. I replied that I should be delighted to give him a field-day but that I must take him some miles away from Woolwich because a field-day on Woolwich Common would be a farce. The secretary answered that, that being so, the C.-in-C. would not have time to see such a field-day, but must see a march past. In the middle of the march past he was called off by a message from the War Office. I have twice got for particular purposes—but once it took me nearly three months to get him—the Adjutant-General. I once wanted him to see Bostall Heath, as he had been talking about the ground not being very satisfactory, and he came down for that purpose. When I wanted for particular reasons to show him the Record Office his secretary and I were for nearly three months having perpetual interviews in order to fix a date which he was constantly obliged to postpone. I know that Sir Richard Harrison has often, in consequence of his visits, had to sit up working till 2 a.m. to pick up arrears. Moreover, even in his own special department he is not able to decide anything. Therefore, I think that if you want really to shorten correspondence on the principle laid down by Mr. Brodrick's Committee, that you must bring men into personal contact in order to get things right, you must have a certain number of men free enough to be able to come down and do it. There are all sorts of things that I want to get settled, and have not been able to get settled, simply because it was no use writing papers that did not get through.

7422. (*Sir Charles Welby.*) Would you like a system under which the Commander-in-Chief should have under him a regular Inspection Staff, divided off from all executive duties and existing for the purpose of inspection duties, or do you think that such inspection as you wish for should be carried out by the executive officers at Headquarters themselves?—Of course, that just raises the question of how far you can give them time. I think that somebody who can give decisive answers on questions, like those referred to in Mr. Ismay's evidence, and all that commercial evidence that you have had brought before you, should come down himself and talk it over.

7423. You would not be content with some one who can come down and talk it over with you and report it

to Headquarters?—No, I mean some one who can come down and give a decisive answer himself.

7424. (*Sir George Clarke.*) You think that a decision formed on the spot from personal knowledge is one that is much more likely to be right?—Yes.

7425. (*Mr. Mather.*) And the reverse process, of the General Officer Commanding going to the War Office and seeing the head of the department, would not, in your opinion, serve the same purpose?—Not quite; I want both; but, as I have said expressly in my Memorandum, I think it is very important that the General Officer Commanding the District should come up whenever there is some question really affecting his district for decision by the Army Board, by the Secretary of State, or by whoever it may be; that he should be called for and personally interviewed, cross-questioned, bullied, as much as you like, but that he should be heard, and that he should come to the War Office. I do that now as far as I can on points of detail that want talking over, but that is quite a different matter. I came up myself yesterday. I was up in six or seven different offices settling different papers that I wanted to settle *vis à vis*; but I always feel that it is very cruel; I am taking up men's time who are completely overworked, and to whom one is a great nuisance. I never do it until I have got a crux which I think will be much more easily settled by a few words of conversation.

7426. (*Chairman.*) It would always be in the power of the Commander-in-Chief to summon you or any General Officer to a meeting of the Army Board?—Certainly; but it is not the practice. My point is, that the tendency is always with all of us for the absent to be wrong and to be considered of no importance. I have made a rather curious note on the report of the Decentralisation Committee of a case where the particular thing I mean comes out very funnily. There is a piece of evidence here of Sir Richard Harrison (who is a great friend of mine, and about the last man in the world to say anything unfair of anybody behind his back) in which he simply represents the sort of impression we all of us get of people who are doing something about which we do not know. He says here, on page 3 of the Decentralisation Committee: "Though not directly a question of personnel, this opportunity is a good one to bring to notice that as a general rule it is very doubtful if the services of the District Paymaster are sufficiently utilised by General Officers." It so happens that before that Committee itself, if you turn to pages 4, 6, 23, 29 and 47, there is positive evidence of seven districts (and there are only 12 in the Kingdom) in which the General Officer Commanding does habitually consult his Paymaster; and I can answer for it that I do—that makes eight. When I read that evidence I thought it simply involved the assumption that every General Officer in the Kingdom must be an incomparable fool, and those who appointed him traitors. It took for granted that having a Staff Officer specially up in these regulations he did not consult him. I have since heard positively of another who does, which makes nine. As I say, there are only 12 in the Kingdom; and, therefore, there are only three about whom one does not know; but they are all men whom I know, and I am as certain as I can be of my own existence that they are not such fools as seems to be suggested in that evidence. To run through the case as it presents itself in the Report. You have the evidence on page 4, that Sir R. Harrison did himself consult his Paymaster: (Q. 7.) "Have you any suggestions in regard to that that have occurred to you in the course of your experience?"—(A.) "Personally, I used to consult my own Chief Paymaster." Immediately below, see paragraph 11. If you compare that with paragraph 517 a little later, you will see that Sir William Butler's questions imply that he does consult the Paymaster; he knows what the Paymaster is though he does not commit himself to any expression of opinion. Then, if you will look at paragraph 67, you will see that General Swaine consults his Paymaster (that is at Chester), and on page 23 you will see that General Burnett (that is at Colchester) expressly states that he consults his Paymaster. Then if you look at page 49, you will see that Sir Evelyn Wood, speaking for three districts of which he has been personally in command, says: "When I had a District Paymaster I made him my Finance officer, and if all Generals do that I think they will be saved a great deal of trouble." I happen to know that his habit has been carried on in those districts, and only yesterday I

happened to hear that General Chapman habitually does the same thing. There are certainly only three districts left about which we do not know, and against those there is no evidence whatever. Then you have on page 28, Colonel Kitson, who is a most excellent man, at paragraph 701, giving this evidence: "(Q.) As a matter of fact, the General has never up to the present asked the Paymaster for any financial advice at all?"—(A.) "I do not think that is the case; I think possibly a great many Generals do not, but some certainly do." So that you have there an element of guess on both sides, which was what I meant by saying that all that tends to generate a government by gossip. On any question Sir Richard Harrison is a perfectly fair representative; there is no fairer minded man who could act on an Army Board.

7427. If you made a request to the Commander-in-Chief to be allowed to attend the Army Board on any particular point which concerned you, would not that request be granted as a matter of course?—I have repeatedly drawn attention to it; I have for years said that it was an absolute necessity, and they have agreed that in principle it ought to be so; but I never know when any particular question which I want to be discussed is going to be brought up before the Army Board.

7428. Because you do not know the class of question?—I have no means of knowing what the procedure of the Army Board is going to be.

7429. I daresay you originate questions?—Quite so, but I never know when they are coming before the Army Board.

7430. Or whether they are ever coming before the Army Board?—No, I do not know whether they have come or will come before them.

7431. You do not know when certain classes of questions come before the Army Board?—I know that questions which I have thought of the most vital importance, that I have reported on again and again to the War Office, have simply stuck.

7432. (*Sir Charles Welby.*) Since the war?—No, since I went to Woolwich. In my first Confidential Report at Woolwich I pressed attention to the utter destruction which had fallen on the Depot of the Royal Artillery and the injury it would do to the whole force. It was largely connected with the special creation of artillery batteries out of the depôts. I reported it each year in succession. Fortunately just before the war, but too late to be of any use, a paper came over from Ireland from Lord Roberts which necessarily fell into the hands of the Adjutant-General. In that Lord Roberts said he was very much impressed with the much greater development which was secured in depôts by the recruits for the infantry than those of the artillery. Thereupon the Adjutant-General sent to inquire how it was the General Officer Commanding at Woolwich had never reported on the subject, and he immediately received the answer that he had been persistently reporting on the subject.

7433. Why are those reports never dealt with?—I do not know—simply from congestion—I suppose. There never had been any action taken on them.

7434. To what department do those reports go?—I do not know—that is my difficulty—I never know where a paper does go to—to some portion of the Adjutant-General's Department.

7435. (*Colonel Miles.*) In those days did the Deputy Adjutant-General, Royal Artillery, exist?—Part of the time and part not. I was so anxious about the subject that I took rather strong steps. It happened that I sat next to Mr. Wyndham at a Lord Mayor's dinner and as he asked me a variety of questions about Army matters, I asked him to come down to Woolwich and see for himself. I pressed the question of the depôt on him. Soon afterwards, when Colonel Hay was coming to the War Office to take up the duties of Assistant Adjutant-General, I persuaded him to come down to Woolwich, and I pressed the depôt question on him so that when it at length reached the Adjutant-General, Colonel Hay was familiar with the facts. He had not been able to bring it up till then. It does not matter how you get a personal conference, but you must have a personal conference, otherwise you cannot get through, and things stick in the most awful manner.

7436. (*Chairman.*) But if you mark the thing important, would it not go through?—No; that is the very

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
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Maurice,
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point I have tried to raise. I think it would be the most invaluable privilege a General Officer Commanding a district could have, that once or twice a month the General Officer, should be able to have certain questions put before the deciding authority.

7437. (*Mr. Mather.*) Has it not been the custom at times for General Officers to be invited here to confer with heads of departments?—I never once was.

7438. But if they were invited from time to time throughout the year to a personal conference, would not that be the means through which you would be able to communicate the most pressing matters?—That is precisely what I think there ought to be. I think there ought to be a particular time when a General Officer Commanding a district should be able to bring up the most important questions connected with his district.

7439. It seems conceivable that the head of a department should be so much occupied as not to be able to give audience to General Officers Commanding Districts, but could they not write?—If I write a private letter to Sir Evelyn Wood, and say I want to see him, of course I can always do it, but it does not follow that he is able to bring it in as an executive question. As regards the questions of the dépôt, I reported the thing to the place where it ought to go, but it never occurred to me, I confess, that the Report had not reached him.

7440. (*Mr. Gibb.*) Do you know now that it had not reached him?—I absolutely know that he wrote to inquire why the General Officer Commanding at Woolwich did not report on these subjects.

7441. May not that have been forgetfulness?

(*Chairman.*) He wrote and asked why there were not reports received which had been sent.

7442. (*Mr. Mather.*) If you had a conference here fixed at certain periods to meet heads of departments to which Officers Commanding Districts could come up specially, that would enable you to solve a great number of the difficulties, would it not, which at present you do not even affect to deal with by correspondence?—Certainly.

7443. (*Mr. Gibb.*) Assuming that the omission to deal with these important questions has been due to want of time on the part of the head officers, I do not see how you can cure that by saying they shall have meetings at which they might be dealt with?—Certainly, but my point was this: I do not think it increases the time if, supposing the Army Board is going to deal with a certain question on a certain day, and that concerns a certain district, the Officer Commanding that district should be summoned before the Board.

7444. But you may accumulate on one pair of shoulders so much work, that it is impossible for any human being to get through it?—Quite so. As I have said here in this paper, I think the abolition of officers who can deal with certain questions practically finally, so that they can use a good deal of executive authority, has been a very great disaster.

7445. Is not that a better remedy than the provision that there should be a meeting attended by General Officers, not that I am saying anything against that proposal?—Certainly.

7446. Would it not be better to give General Officers more definite authority at first?—But I do not see how that question of the dépôt, which is clearly an Army question, could be dealt with in that way. I could not possibly touch that. I made very definite recommendations, and one of them was that the dépôt should be broken up, and that there should be four or five different dépôts over the country; but that could not be possibly carried out at Woolwich.

7447. But if you relieve the heads of work and things which are now decided by them, but which might easily be decided by General Officers Commanding, you leave more of the time of the heads for the more important matters which must come to them?—I agree; but the point of my evidence is that you will find the greatest difficulty in relieving the War Office from a great number of these questions, because I never refer, if I can help it, any questions relating to my district to the War Office at all. I have taken some pretty strong steps myself, and no one has objected. For instance, as to the nature of cases of reference, a question which troubles me is this: there is a very valuable piece of property, looking at it as a question of estate management, which in fee simple is going to fall into the hands of the War Office in the year 1903. Ever since I have been at Woolwich, I have been

pressing for that question to be taken up, as any large landowner would take it up if he was coming into possession of a number of tenancies, and dealt with on some principle. I put forward a scheme of my own which may or may not be the most desirable; but at any rate the fact should be faced that the Government is coming into this very valuable property, just between the two barracks, which at present consists chiefly of horrible slums with a few good shops. I have been to the Inspector-General of Fortifications, who has been over it with me. Everybody has agreed with me as to the importance of the question, and as far as I can see the day of the lapse of all those tenancies will come, and nothing will be settled as to what shall be done with them.

7448. (*Mr. Mather.*) And whom does that depend upon as to the final decision?—I suppose the Secretary of State for War, but it is in the Department of the Inspector-General of Fortifications, who has absolutely agreed with me as to the importance of dealing with it.

7449. And it has stuck in his department?—No, I do not think it has stuck in his department, because he has continually pressed it.

7450. On whom has he pressed it?—I suppose on the Army Board, and certainly regularly in his report on the district.

7451. (*Sir George Clarke.*) It probably has been struck out of Estimates, has it not?—But it is not a question of Estimate; it is a question of putting money into the hands of the Government.

7452. (*Mr. Mather.*) It is property which belongs to the Government now?—It is at present let out on 99 years' leases, which lapse in 1903. It is a property of two acres and a half of building land in the middle of a most congested and valuable district. The Government now receives a ground rent of 125*l.* for it.

7453. (*Mr. Gibb.*) And a scheme, you say, ought to be ready for dealing with it?—A scheme ought to be ready for dealing with it. No large land proprietor who had that sort of property coming into his hands would wait until the leases actually fell in before formulating some scheme.

7454. Is not that in consequence of overwork?—I think it is. I think there is only one way to relieve the War Office, and that is by making as many as possible independent Heads, who can settle questions. You cannot congest everything in the hands of the Adjutant-General. All the policy, of late years, has been to reduce the number of the higher officers who could settle questions. The Director-General of Military Education has been done away with. Educational questions constantly come up, and I see Colonel Delavoye, who is most anxious to help me and do everything he can, but he cannot get any settlement, because of the general congestion.

7455. Would you multiply the Heads of the War Office, instead of increasing the powers of the Heads of the districts?—I should be glad to increase the powers of the Heads of the districts as much as possible; but still, then, there would be such an amount of correspondence thrown on the War Office that you ought to relieve it as much as you can.

7456. (*Mr. Mather.*) Have your remarks been directed to cases which, in your opinion, could not be deputed for settlement absolutely to the Generals Commanding Districts, questions which must necessarily come to the War Office? Have you been speaking entirely of that class of question?—Certainly. I think it must be obvious that it would, for instance, be rather a large thing to give a very valuable property, such as will at Woolwich fall in in fee simple into the hands of the Crown, over to a General Officer to be dealt with. Much must depend on facts with which he is not acquainted.

7457. But, generally, in your evidence, are you speaking on points of such importance as you think could not be dealt with by the General Officers Commanding Districts?—Certainly; I do not think I have spoken of any other, because I do not know of any question which actually and exclusively falls within my district which I have not had absolute power to deal with, and never been interfered with. On any such questions as are likely to lead to discussion in the House of Commons, I am rather quick in sending up a report. Then, in addition, I have had to report a few cases where it has been necessary to get rid of officers.

Otherwise I have never reported on questions of discipline; I have dealt with them entirely myself. I do not know really what possible question I could have had more power over than I have if I had been in command of an Army Corps.

7458. Then the Committee may take it that you have no suggestion to make to them for an increase of your responsibility, and therefore of your own power, in your own district?—Honestly, I think I could do anything that practically you could give to anyone to do.

7459. In relation to works and all matters which have to be conducted in your district, you think you have all the power at the present time which could be usefully exercised by yourself and officers?—I think so; I do not think I have ever been cramped.

7460. But you do agree that an auditor to deal with accounts in your own district would be an advantage to you?—That must depend on the nature of the financial responsibility you are going to throw on him. If it is merely a question of the financial regulations as they exist, I think the Paymaster is quite adequate; if it becomes a question of spending money irrespective of regulations, then I think a financial adviser would be essential.

7461. You would see no objection, would you, to having power conferred upon you to expend such money as must be expended on your command in your district under your own direct authority?—It depends on the nature of the money. The money I want to spend, and have tried to get spent, has been usually for the purchase of land for manœuvring purposes. I have had the most favourable opportunities dropping into my hands for getting what, I think, would have saved the necessity of giving up Woolwich, which is getting cramped more and more; but you would never give to a General Officer power to spend more than a certain annual income, and that is not a question of income, but capital. I could have got, for instance, practically at agricultural rates, because of the bankruptcy of one of the tenants, who had been hunting with our drag a good deal—so that I knew of it directly—ground which has since become built over, and has become extremely valuable land; but you could not have given sufficient authority as to that to a General Officer Commanding a Corps.

7462. (*Chairman.*) Money would have to be voted for that particular object, would it not?—Yes. It is more important for me to be able to get someone to come and see it for themselves, and someone who can really decide, than it is to have the authority to spend money myself; you never would give to an Army Corps Commander any more than a certain income, while that is capital expenditure. There is a certain place at this moment which I am anxious to see with the Inspector-General of Fortifications; there is a certain piece of ground, which is now to be had, which should be obtained for the defence of the Arsenal at Woolwich.

7463. Approximately at what price?—I cannot tell you the price, but it is an exceptionally favourable price, because it is a bit of Shooter's Hill, where a very large institution on open ground has failed.

7464. Would it be a question of hundreds or thousands?—Thousands. Almost all financial questions which have come before me have been of a kind which I am sure you would never give to a General Officer Commanding an Army Corps to deal with. For all ordinary purposes I have a very large financial business; my Paymaster spends two millions a year, and there are all sorts of financial questions of that kind which come before me, but when it comes to the kind of things that I want the money for, I am sure it would not do to leave it to General Officers Commanding.

7465. You do not feel inconvenienced by such small matters as the writing off of stores and such like?—Not at all.

7466. You do not think it would matter whether your limit was 5*l.* or 1*l.*?—The shoe does not pinch that way, I am sure. My recommendations have been so universally carried out that as a matter of fact, perhaps, it was hardly necessary I should have had any decision; but I think they were, most of them, cases in which it was natural enough that the decision should be in the hands of the financial authorities.

7467. (*Sir George Clarke.*) You have spoken of the drawbacks of the present system of conducting corre-

spondence. Do you think the defect is that the papers when they arrive at the War Office get on to wrong lines?—Yes, I am sure it is so. I think it was said somewhere the other day, that sending up to the Under Secretary of State is simply sending to the War Office—of course it is. It goes to the central registry, but the central registry has 3,500 letters a day, as Mr. Brodrick mentioned the other day in the House, and each of those letters has been previously read by the General Officer and his Staff Officer, who is sending them up; they know all the circumstances connected with them.

7468. But all those letters do not come from General Officers, do they?—No, but still there are a very large number. My letter comes in among a mass of 3,500 that have to be dealt with. Now, obviously, my letter is read over a second time, and uselessly, if the distribution of the War Office was sufficiently clear for me to know to which department I ought to send it.

7469. I suppose they would open your letter at the registry?—They would, but they can only read it cursorily. The point of the matter is it is only addressed to the Under Secretary of State.

7470. But do not you write direct to the Director-General of Ordnance on his special business?—No.

7471. There is no indication of which department it ought to go to?—No, it is left to the Registry clerk.

7472. But could not such a thing be done?—Certainly, that is all we want.

(*Colonel Miles.*) That is the old system which was discarded.

7473. (*The Secretary.*) It is laid down in the Regulations that inside you are to put the subject of the letter on the top, is it not?—Yes, but that does not indicate anything to the clerk.

7474. (*Chairman.*) If you wrote up on a question connected with guns, you would write to the Under Secretary, and head your letter "Guns"?—Yes.

7475. Then the clerk would not need to read your letter; he would at once pass it on to the Director-General of Ordnance, would he not?—Quite so, but it might possibly be that "Guns" really meant "Discipline," which ought to go to another department, and the clerk would send it to the Director-General of Ordnance, whereas it ought to go to the Adjutant-General.

7476. Then you would write, not only "Guns," but "Adjutant-General," I suppose?—It would be much simpler for me to put the subject, and then say, "Adjutant-General," or whoever it might be, as the practice used to be.

7477. Is there any reason why that should not be done?—I know of no objection whatever.

7478. (*Colonel Miles.*) Was it not under that system that officers did sometimes send papers, say, to the Quartermaster-General, and afterwards found the papers had been dealt with by another Branch?—Yes, but incomparably less frequently than is the case now.

7479. And it was not necessarily an error; it was something which had been properly addressed to a certain Branch, and had become transferred to another Branch?—No doubt mistakes will be made under any system, but our present method tends to cause mistakes.

7480. (*Chairman.*) When was the system discarded, and why was it discarded?—It was discarded between two people, to my certain knowledge—Sir Redvers Buller and Lord Haliburton—and both of them have personally told me that the other was responsible for it, and have been extremely indignant with the other.

7481. (*Mr. Gibb.*) And they are both ashamed of it?—They are both ashamed of it.

7482. (*Sir Charles Welby.*) The system which has been displaced was not one of addressing communications to heads of departments, but to the Commander-in-Chief, was it not?—No, we used to address the Adjutant-General, Quartermaster-General, and so on. I never saw any letter addressed to the Commander-in-Chief; all letters for the Commander-in-Chief were addressed to the Military Secretary.

7483. But the answers were all written in the name of the Commander-in-Chief?—Yes, but that is quite a different question. I am not talking, in the least, about any question between the Commander-in-Chief and the Secretary of State; I am merely talking about

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

the way in which letters reach the man who has to deal with them, whether under the authority of the Commander-in-Chief or of the Secretary of State.

7484. (*Sir George Clarke.*) You have said you have received conflicting decisions in some cases. Is that due to papers getting into the wrong office, or is it due to the definition of the duties at the War Office being insufficiently clear?—I think it is due to confusion in the Central Registry, of which I can give you funny specimens of things being sent to the wrong people. I have here an instance: First of all, you see, I applied for a particular man to be allowed to take his discharge on payment of 18*l.* I am then told the man cannot be possibly allowed to take his discharge for 18*l.*, as he must be treated strictly in accordance with section 81 of the Army Act, and noted for discharge on demobilisation, if he wished, on payment of 10*l.* After that decision I got a letter asking me about this very man, and to recommend what was to be done with him in view of his discharge being sanctioned, as a very special case, on payment of 10*l.* They refused to allow it being done on payment of 18*l.* as too great a concession, and then, ignoring the previous decision, asked if he could not be discharged on payment of 10*l.*

7485. (*Mr. Gibb.*) Does that come from a different department?—I think it has got into a different hand. You will see that finally the discharge was approved as a very special case on payment of 10*l.*

7486. (*Sir George Clarke.*) Does not that instance rather, look as if several different people were dealing with the same subject?—That is so. Here is a case showing the successive signatures. It is a case about a master tailor. In the first paragraph the War Office approve of his temporary transfer to the 4th — whilst unfit for service abroad, he being on sick furlough from the 1st Battalion — in India. You will see this case has gone first to A.G. 1 and then A.G. 2, and then back to A.G. 1. Then they asked me the date on which he joined the 4th — for duty. Then the War Office stated the transfer could be carried out. Then they asked how the case had been disposed of with regard to the transfer to the 4th — and finally they asked whether he was now fit for military service in India. That is signed by the Adjutant-General, and that is the only one signed by him. That shows what I mean, that a paper is apt to pass out of hands which have previously known it.

7487. (*Colonel Miles.*) That is the point I referred to; they pass out of one hand into another?—That is it; the Central Registry has not time to look up all the back papers to know where the matter has been before. One man takes one view of it, and another another in the Central Registry, and a man sends it on to quite a different official to the one who has had it before him before, and when it is brought up to him as a paper to be dealt with, he probably does not know what the previous decision has been, and he gives a different reply.

7488. (*Mr. Gibb.*) Why was it necessary for you to consult the War Office at all about the discharge of a man, speaking of the first instance you mentioned?—It was a special case outside the Regulations.

7489. Apparently there was a discretionary power in somebody under the Regulations?—You see the point here is one which must be an Army question, I think, in this way, that it was a question of all discharges on payment being stopped for the sake of the war; and it became important in this way, that if you are going to do it in one case it would be a precedent throughout the Army, and it might lead to a reduction of the Army by many thousands of men. I do not think you could leave that to a General Officer for decision.

7490. (*Colonel Miles.*) Could not it be done by an instruction?—I mean if for the sake of keeping up your strength you put, as you have put, a very great number of people to the extreme hardship of not being able to take their discharge, even on payment of 18*l.*, it obviously becomes a precedent which may be extremely awkward if the Officer Commanding at Colchester, say, does it for one or two men, and the other General Officers do not think themselves at liberty to do it.

7491. (*Mr. Gibb.*) But that argument would lead you, in a very large business to the fact of such very great centralisation as to be appalling, would it not?—But

all you propose your General Officers Commanding Corps should do is to carry out the practical execution of certain regulations.

7492. I was only dealing with the principle; if you are not going to trust people of authority to give decisions lest there should be inconsistency between decisions, it seems to me that the principle leads to centralisation?—That is not my point in this instance; it turns on the strength of the Army required in South Africa. On that decision, if it is applied generally as a principle in such a way as to affect the whole question of people taking their discharge for 18*l.*, you may be reducing the strength of the Army in South Africa by many thousands.

7493. But suppose, as you say, the General at Colchester gives an awkward decision, it remains no doubt as an awkward decision, but you need not follow it unless it suits you, need you?—No doubt. But if a thing of that kind were done in Colchester and some much harder case were refused in another district the local member would be pressed on all sides with the contrast. The Secretary of State would be questioned in the House, and the result would not be to reduce correspondence.

7494. (*Mr. Mather.*) You have spoken in defence of this point in time of war; how would you act under those circumstances in time of peace?—The difficulty would not arise.

7495. Would you then send to the War Office?—No, this is merely a war rule. You will quite understand I did not raise the question on that point at all; it was merely as to the conflict of decisions, and the same with the other case; it is a conflict of decisions produced by a Registry which has in a great hurry to send out the papers. I have had much more inconvenient things in principle of which I have an illustration here, where an actual decision was given to me totally contrary to the Regulations as laid down before by the Inspector-General of Reserve Forces under the sanction of the Secretary of State. I knew what the Regulations were, and what the principle adopted was. I went and saw the man who acted for the Inspector-General of Reserve Forces, and got the decision reversed, and he was horrified to find it had got into the wrong office. It was a decision given contrary to the principles laid down by the Secretary of State, simply because it went to the wrong people.

7496. (*Sir George Clarke.*) Does not that clearly show there must be some doubt as to who is the proper authority for deciding it?—The doubt only lay in the Central Office. My point is that you get those mistakes because the Central Office, having to read in a great hurry the paper, sees something about money or something else, and sends it off to a different person—to the person to whom it ought not to have gone; it is a pure question of the Registry.

7497. (*Sir Charles Welby.*) I should have thought that a large assumption on your part; because does not the Registry, where they receive a letter in a case of that kind, attach the former papers on the question, and does not that serve as a guide?—I do not think they do that, I think the Registry, as soon as it receives a letter, minute it on to a particular department, A.G. 1, A.G. 2, and so on, and the officer to whom it goes calls for the previous papers.

7498. But the letter is attached to the former papers?—No, I do not think so, but on these matters of office routine I only speak of the result as I find it. I know the papers do get into the wrong hands. Those within the Office will be able better to tell you how it happens.

7499. (*Colonel Miles.*) But they mark it with a number?—Yes, but if a paper comes in as a single paper, the officer to whom it comes cannot know what the former papers have been so as to call for them. I may from my district send up a question, which, so far as I am concerned, originates the subject, but in principle the question may have been already decided from cases from other districts. If my paper gets into the wrong office, the officer there will not know that the principle has been previously dealt with in another office.

7500. (*Sir George Clarke.*) As regards letters going out of the War Office, do you think, as a matter of principle, letters on purely Military subjects should go out in the name of the Commander-in-Chief or in the name of the head of the department, which may have decided to send it?—I think it is extremely desirable, as far as it is at all possible, that one should deal, not

with an office, but with some person. What I mean is that up to the stage of the General Officer Commanding, the whole government of the Army is a personal one. It is an immense relief to a man, if he is not satisfied, to be able to go and see an actual man; but the moment you get up to the War Office, largely because of the address to the Under Secretary of State (that is, to the War Office as such), you are dealing with a sea or a morass.

7501. Then you do not like the present system, under which orders go under the authority of the Secretary of State?—That is hardly the point with which I have been dealing. I am only looking at it from the actual practical point of view of your dealing with someone, whoever is the authority adequate to deal with the question; it ought to be a man—one person—who signs the letter, one person who is competent to deal with it—that it does not slip from one person's hand into another, so that you do not know with whom you are dealing. Then if it becomes necessary to talk over a question, you come and talk it over with a man.

7502. You have told us that you regard inspection as extremely important?—I think inspection is all-important, especially provided it is understood in the sense represented by this evidence given by Mr. Ismay here. I do not mean by inspection a parade inspection, but what I think is wanted is that someone shall come down and get into personal contact with the man who is locally responsible, and that those two shall be brought into contact with one another, and talk out the question on its merits.

7503. Do you think there is not sufficient local knowledge of facts brought into the War Office?—I am quite certain, at this moment, there is only one person at the War Office who knows anything about Woolwich, and he happens to be Colonel Cowen, who is acting as secretary to Lord Roberts. There are many local questions with which even he has had nothing to do.

7504. You further think, I take it, that there is a general tendency on the part of the War Office to look at anybody outside the War Office as, on the whole, being of rather feeble intellect?—I do not think it is peculiar to the War Office; I think the Army reciprocates it quite fully and with equal injustice. It is the "leave 'arf a brick at 'is head" of Little Pedlington, and the Scottish peasant's feeling that men are "mostly fools." It is not an exceptional thing in the Army, it is ordinary human frailty. You cannot get at justice or right administration without taking it into account.

7505. We have had some evidence about the abolition of the office of the Deputy Adjutant-General, Royal Artillery, and that, on the whole, it has been favourably received, and much liked; is that your opinion?—No; I do not know a single Artillery Officer outside the War Office, of any rank, who does not think that the change has proved in practice to be a disastrous failure. From want of anyone else to go to, I have been approached by officers of every rank and from all parts of the country to assist them under the difficulties which it has entailed on them. I think that is for precisely the same reason I was speaking of. It has diminished the number of people who might deal with questions definitely, and to whom they can go to get questions settled.

7506. That is to say, there is no personal head now, and they are dealing with and expressing opinions upon things they know nothing about?—That is it. It would be difficult to have a more unanimous expression of feeling than was represented at the dinner, when Lord Roberts dined with us; there was an enormous gathering there, and the opinion was quite unanimous.

7507. You say in your Memorandum: "I can quote 'cases in which I have gone on pressing matters of 'the utmost importance, without getting a decision.'" Do not you think the fact that attention cannot be drawn to important questions, and that authoritative decisions cannot be obtained upon them is a very serious matter?—Most serious.

7508. Does not that point to the want of means of focussing such questions, and securing that they are adequately and properly dealt with?—Certainly.

7509. You have carefully studied the German Army system, I believe. If a German Officer Commanding an Army Corps were to have some question of national

defence arise under him, what would he do?—I imagine he would write to the Emperor at once.

7510. Here, do you think such questions of a large kind ought to go before an Army Board?—I do not quite know, because it is very difficult for me, not having been in the War Office to know what the best authority here is; but as looking up to the War Office from a district, all I want is, that in some way or other the local officers should be brought into touch with the authority here, whatever it is. I think, as to the authority in the War Office, you had better get evidence from other people.

7511. But your strong point, I take it, is that whenever a General Officer brings forward a question of real importance like this it is absolutely necessary that it should be considered and weighed, and some sort of decision arrived at upon it?—That is my view.

7512. And, at the present time, you have not had that experience?—Certainly not.

7513. And in the absence of any machinery for settling those great questions, do not you think our whole National policy may, in matters Military, come to be misdirected?—Certainly. Perhaps, in order to emphasise that, I think I shall not exaggerate if I say, that from every point of view, I have been more favourably situated than any General Officer in the Kingdom, because, in the first place, it so happens that almost all here are people whom I have been on campaigns with, and known personally, and very well, or, I have had a good many of them under me at the Staff College or have known them in some way or other; I think there is not anybody here I cannot have a private talk with. I am very close to London, so that I can always come up. I am sure, therefore, I only tell you of difficulties which must be felt in a very great degree by every General Officer in the Kingdom. So far as my district is concerned, they are only exceptional as being in my favour.

7514. (*Colonel Miles*). You have called attention to the increase in correspondence due to continual movements and changes. Do not you think that the disturbance caused by moves in our Army is hardly realised as compared with a foreign army?—Yes, I am sure of it.

7515. It has the most disturbing effect of any which we have to deal with, has it not?—I think, at the present moment, it would be of the greatest possible importance if those facts could be fairly brought out by authority to the public outside, because you get a very forcible wave of opinion, which must affect any action under our constitutional Government, and which is always crying for something that cannot be—crying for the moon. When I say crying for the moon, I mean, that they are asking that we shall deal with questions in England as they would deal with them in Germany, and find fault because we do not, when it is not in the nature of things possible.

7516. It affects every question, the selection of officers, barracks, correspondence, accounts; it comes into everything, does it not?—Yes, everything.

7517. Therefore, if they could be reduced or modified, within certain limits, it would, from an administrative point of view, be invaluable?—Invaluable.

7518. Speaking of the question of decentralisation, do you think, on the whole, that the preparation of drafts should be put out to districts?—I think so.

7519. As you know, it is not a simple matter?—It is not a simple matter.

7520. It is a complicated matter?—It is a complicated matter, but I think, in so far as you can do it, it is desirable it should be done, and, I think, to a great extent, it may be done; but it is not a simple measure.

7521. With regard to the decentralisation of the command of Army Corps and so on, the courses of instruction you spoke of would not affect the question; it would be quite possible, as in foreign armies, for units to go out of the Army Corps Districts to such courses?—Certainly.

7522. That would not affect the draft question?—No.

7523. With regard to the Registry, would you be in favour of going back to what I understand is the old system under which we fulfilled the functions of the Chief of the Registry, and addressed our correspondence to certain people?—Yes, I think the Registry ought merely to record the date of the reception of a letter, the person to whom it is addressed, and the subject,

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

7524. I think in districts you do not carry out that principle?—No.

7525. Every letter is addressed to the Chief Staff Officer, is it not?—No, there are a great many addressed to the Commanding Royal Engineer, for instance, though perhaps that is scarcely strictly speaking in his position as Staff Officer.

7526. But the regulation is to address the Chief Staff Officer?—Yes, they come to me from the War Office addressed General Officer Commanding. Then, in the Registry, they are marked off to the Commanding Royal Engineer, the A.A.G., the Deputy Assistant Adjutant-General, and so on.

7527. But any officer below you addressing you, addresses your Chief Staff Officer?—Yes, that is so, but then it is as a matter of general supervision, registry, and distribution.

7528. What I mean is, it centralises it; it is carrying out the same system?—Yes, no doubt.

7529. Letters are addressed to a central authority, at the War Office, by Generals Commanding Districts, and in the districts, they were so ordered to be addressed by subordinates to a central authority on the District Staff, viz., the chief staff officer, the system being the same in both cases?—Quite so.

7530. On the whole, do not you think the old separation of the Staffs had advantages?—Certainly. I think, however, that you will get one advantage from the larger staffs of Army Corps. As long as one officer combines the functions of Assistant Adjutant-General and of Chief of the Staff there is a tendency for the Assistant Adjutant-General Officers and Clerks to work the Registry too much as an Assistant Adjutant-General matter. If there were a Chief of the Staff superintending all departments and preparing daily a schedule for the General Officer Commanding, there would be much more regularity of working between the departments, and you might then well have letters addressed by Commanding Officers to the particular department, the Chief of Staff seeing that all had been properly dealt with and all the necessary people consulted. But in that case I think the envelope should be addressed to the Chief Staff Officer. Inside the particular department might be indicated. The same thing in principle might be applied to the correspondence with the War Office.

7531. The Assistant Adjutant-General and the Assistant Quartermaster-General?—Certainly, in many respects, but I think it does not much matter; we work much more by practice and habit and system than by name.

7532. You have had a great deal of experience lately working with the War Office, I think?—Certainly.

7533. Do not you consider the Military Branches at the War Office are overworked?—I cannot put that too strongly; almost all the people with whom I come in contact are working from nine o'clock in the morning till seven in the evening, and others now much later. In one case an officer here had been from pressure obliged to postpone a question of some importance for nearly a year, and he said to me: "Last night I managed to finish off work by 7 p.m. for the first time for weeks, so I thought I might tackle that question at last." It must have involved many hours' work after 7 p.m.

7534. From the highest to the lowest?—From the highest to the lowest.

7535. (Mr. Mather.) That is in consequence of the war pressure?—Yes, there is special pressure.

7536. Have you had experience of the War Office in times of peace?—Yes, I do not say the same thing obtains, but I still think, even in times of peace, the War Office is choked with work.

7537. Because your evidence should be directed to a normal state of things?—Certainly. Take my case I gave you at the beginning. I have been five and a-half years now nearly at Woolwich; of that time nearly a year and a half has been during the time of war. During the previous four years, or before the end of those four years, I had given up asking anybody to come down to me at Woolwich.

7538. (Chairman.) Was it because of overwork or disinclination?—I do not think it was disinclination, because they are all very active people. The Adjutant-General said to me once, "I have not been able to do that for any district."

7539. (Mr. Mather.) During that period had you the same difficulty in coming to the War Office that you have had during the last year?—I do not say the same; of course the pressure has lately been very much greater, and I had not the same feelings of anxiety to spare them before the War as I have had since; but I have always felt during the last year and a half it would be very cruel to come, whereas before I simply used to come as often as I found it would be useful. I think you will see that part of the evidence here, referring to the report of Mr. Brodrick's Committee, of Sir Redvers Buller is that it is a great nuisance to have people calling upon one when one is full of business.

7540. (Sir Charles Welby.) May we take it generally that your difficulties as General Officer Commanding arise, not so much from insufficient power as from difficulty in getting through the matters which, in your opinion, must inevitably be referred to the War Office?—Absolutely.

7541. Your further view is, I understand, that this difficulty of getting work through at the War Office is not so much due to the faults of system, as it is due to the fact that the individuals are entirely overworked?—I think so. I think that is the substantive question. I think the conditions of our service are such that you will not be able very materially to reduce the amount of work which is thrown on the War Office as a whole, and there are only two ways by which you can reduce the work of the individual, one is by reducing the total work to be done, the other is by a multiplication of people with sufficient individual authority to settle questions without referring to others. Under our conditions, I think you must adopt the second.

7542. Do you think a remedy is to be sought in that direction, rather than in any improved method of co-ordination among the departments of the War Office?—You always increase correspondence if you get confusion on the part of the people who deal with it. If I get contradictory decisions from two different people, I must refer it again, so that that increases correspondence.

7543. You speak of contradictory decisions; that of course is a different point from the question of congestion arising from overwork?—Yes, certainly, but it increases the work.

7544. An increase of work results from it?—Yes.

7545. What, in your opinion, is the cause of this mischief which results in two people giving you contradictory decisions on the same subject?—Chiefly the registry, I think; the addressing of the letters to the War Office instead of to the individual. What I mean is, if you address simply the War Office, it must depend on the man who has to look over the whole 3,500 letters to whom the letter goes, whereas if the person who writes the letter has to send it up, naturally he tries to get it into the hands of the same person who has dealt with it before, and who he knows knows about it.

7546. (Sir George Clarke.) Then must there not be only one Branch which has the right of deciding the question and that that one Branch ought not to issue conflicting decisions?—Clearly. That, of course, goes to that distribution of the work of which I have spoken; if we get it all congested in one hand, the work is too much.

7547. (Sir Charles Welby.) Of course I accept that as your view as the cause of these evils, but I find it extremely difficult to believe that so much mischief does arise from the action of the Registry, from my own experience; because, as I understand the system, as soon as a letter comes to the Registry from a district or anywhere else, the Registry immediately proceed to look up the former correspondence on the same subject, and they are guided in referring that paper to a division of the War Office by seeing what part of the War Office has dealt with that subject on previous papers. I find it very difficult to understand how with such a guide as that, unless the case is a new one arising for the first time, it is possible for them to go so far astray as to send papers, except in very rare instances, to entirely wrong Branches, thus causing duplication of work?—I do not say it is the only cause; on the contrary, I have a case here which was not due to that cause, and I attribute that again to the fact that overwork makes overwork. I think in many cases departments have not time for that mutual conference that has been declared to be so very desirable by this Committee, and that they do not

know what the other departments are doing. Here I have a case clearly under that head and nothing to do with the Central Registry. It is with regard to the movements of Strathcona's Horse the other day. I got the funniest contradictory orders about that from the Adjutant-General's Department and the Quartermaster-General's Department. There were certain changes made in the arrangements which were inevitable. I was told originally to send up two bands from Woolwich for Strathcona's Horse and in consequence of the conflicting orders from the Quartermaster-General's and the Adjutant-General's Departments, Strathcona's Horse had a number of brakes provided for them to go away from the railway station at which they arrived in London, and there were no brakes for the bands because the Quartermaster-General was not aware they had been ordered by the Adjutant-General's Department. The bands therefore could not reach the place where they were wanted.

7548. In a case of that sort such a thing is due to a want of co-ordination, is it not?—Quite so.

7549. But apart from the pressure due to these exceptional times, do you think the necessary co-ordination is sufficiently provided for by the office arrangements, as far as you can judge as a General Officer Commanding?—I think that always there is a tendency for different departments not to know what the department next door is doing.

7550. Reference has been made to the Army Board as a means of providing this co-ordination; but I suppose you will agree that under no condition would it be possible for the Army Board, which consists of all the great Military officials of the War Office, to see that the Quartermaster-General was aware that the Adjutant-General was sending a band to London, for instance?—Oh, no.

7551. So that if co-ordination is wanted it must be provided by other means than an Army Board?—Certainly.

7552. Do you imagine that that means could be found in what I might call a minor Board, or in some individual whose business it would be to keep these different departments in touch?—It is a little difficult for anyone outside an office to judge of that, and I doubt whether my evidence would be of much value to you, but I should have thought the great convenience would be in the first place to have a new War Office. It is very largely a mechanical question. You want the facilities for people going into one another's rooms, and you cannot get them in this rambling rabbit-warren with outcrops in at least four or five distant houses.

7553. (*Mr. Beckett.*) You say that you think overwork is at the bottom of the faults you complain of. The only remedy for overwork is delegation, is it not?—But my point is, it is extremely difficult to delegate outside the War Office.

7554. That is the point I was coming to?—If you have a certain burden of work to be done, either you may delegate it or you may distribute it by an increase of responsible people in the Office.

7555. In a sort of way that is delegation, is it not?—Yes, only that I thought you were thinking of delegation from the War Office to districts.

7556. No, I was going on to say this, that supposing you delegate work to travelling inspectors, could you confer upon them sufficient authority to enable them to settle questions off-hand with the General Officer Commanding, or would not those questions have again to be referred back to the War Office?—I doubt your being able to do it in that way.

7557. Therefore, it does not seem to me that the appointment of travelling inspectors would reduce the work?—I doubt it; I think the great point is, that, as far as possible, the heads of departments should be relieved of work which, so far as the dealing with regulations, and so on, is concerned, may be perfectly well left to subordinates, and that they themselves should have, as their most important work, the getting into connection with the Army itself (not the War Office), and the great questions which affect the Army—the larger questions.

7558. Those larger questions of Army administration must be discussed with the General Officers Commanding?—Of course, the very large questions of Army administration are very often questions which would affect all districts alike, and do not immediately affect a particular General Officer Commanding.

7559. That would not involve a reference to the General Officer Commanding, but would be settled here?—No doubt.

7560. As regards the General Officer Commanding, you say you never referred a question to the War Office which you could settle yourself, except where money was involved; you hardly had occasion to refer anything. Do you think that is the general experience?—I should think so. You might ask the same question of General Swaine, but I put my paper into his hands as he happened to be in London in order to attend your Committee, to see whether he had had the same experience, and he absolutely agreed with it.

7561. I do not understand how that squares with what you were saying about the difficulty of getting correspondence through?—Because when I send a question up, for instance, the question as to the dépôt, which I could not deal with myself, my complaint is that the questions I want to get through, which are beyond my powers, are very often the most important of all, and what I want is to make sure that I am able to draw attention to those questions, so that those who can actually decide them have them before them.

7562. Do you think under the present system there is not sufficient machinery provided to enable you to draw attention to those things which you want decided?—I think that is the point.

7563. You say the source of all centralisation and of all congested correspondence is practically to be attributed to the principle of "continual check and revision" to avoid insignificant mistakes?—That is so, no doubt, but that I think has been very much diminished to begin with, and further it is a thing which is fixed by higher powers than the War Office.

7564. Since the recommendation?—Yes. It is quite true; I should say that, but I did not remember that I had said it. I do not think that conflicts with what I have now said.

7565. You attribute much importance to it apparently when you say "the source of all centralisation"?—So it is. As a matter of principle I should repeat that now, but in speaking of "centralisation" there, I am speaking of it as a vice and a defect. A great deal of what is called centralisation in the War Office is inevitable—that is the point. It is a defect, a misfortune, but much of it is the price we pay for those two blessings, our great Empire and our free constitution.

7566. Is not the remedy to put further power into the hands of the General Officers Commanding, so that any insignificant mistakes might be corrected and remedied by them without reference to the War Office?—Certainly, I think the further you can carry that the better.

7567. Can you indicate any direction in which that might be done?—I have indicated certain things, but I will add one thing, and that is a decision on the questions which have come up very much this year as to the over-payment of separation allowance and allowances of all kinds; because the question really which comes before one is this: that in many of those cases the over-payments involve fraud on the part of the woman who has been getting the money; she has perfectly well known she has got money she was not entitled to; but in other cases it has been simply due to the want of reception of proper information early enough from South Africa. In other cases some mistake has been made that ought not to be made. There are cases of that class which one has to decide, and as to which, practically, at all events, I have never had any of my decisions reversed by the War Office. I should think in nine cases out of ten it is a thing as to which everybody would take the same view.

7568. Would it not be very much better, when the General Officer Commanding had given his decision, that there should be no further reference to the War Office at all?—Certainly, I think it would be very much better. But you see there are two sides to every question of that kind: one is represented by Milton's phrase: "Suspicion must watch at the gates of Wisdom" lest if Simplicity take her place the robber should "enter in," which has a very important bearing; and there is the other side which Darwin raises, that the strength of an army against a mob is its mutual confidence; if you replace that mutual confidence by disintegrating mistrust you are breaking up an army. There are the two sides, the Scylla and Charybdis of the question, and it becomes a question as to the extent

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

Major-Gen.
Sir F.
Maurice,
K.C.B.

12 March 1901.

to which you are going to trust people, and to train them for trust.

7569. But certainly you think they might be trusted very much further than they are at present, I take it?—In those instances I have named, but you see we have been speaking of two entirely distinct questions. What you originally put to me was correspondence; and I said I thought, as regards correspondence, there were a great number of questions which must be referred to the War Office.

7570. I saw a case in the paper this morning as to a man breaking a window and the charge for repair being ninepence while four shillings was spent in correspondence. That is the class of case that was in my mind?—Those things should be left to the General Officer Commanding, in my opinion. I found a case the other day where a matter of tenpence would have involved correspondence with South Africa, and I gave instructions to write it off at once. I think we ought to go for the common sense side of the question.

7571. (*Chairman.*) You have some powers of writing off?—Yes, we have.

7572. (*Sir Charles Welby.*) And as a matter of fact, when you do go outside your limits in dealing with the common sense side of the question, you do not get hauled over the coals for it, I understand?—I have never been except, as I said in my memorandum, in a single instance. In that case I had perhaps been a little premature. I thought it very necessary that those who used pistols on service should have the opportunity of practising with them. I managed for 40*l.* to set up a shooting gallery for officers. As long as it was a question of officers, I did not trouble about its cost, but when I used it for the courses of men who had been served out with pistols I thought the War Office might pay for it. I was refused; but, as in order not to lose eighteen months' practice I had not waited to get it into the estimates, I had not much reason to grumble.

7573. (*Mr. Beckett.*) Am I correct in supposing, for the reasons you have stated generally, that under this new Army Corps system which is to be established you gather that the probability of there being any considerable reduction of correspondence with the War Office is rather small?—Yes, I am afraid so. I think perhaps I might say one thing more, as we are on the subject, and that is that many of the Regulations bind everybody much too tightly for the public advantage, but that very often practically everybody up here is as much tied as the General Officers Commanding are. Very often I come here and ask, why is not this or that settled, and they tell me that it has been referred to the Law Officers of the Crown, because it is a question of Acts. I had a case the other day in which it would have been very much simpler to have stopped pay for a certain time, but it could not be done, the man could not surrender it, because you are not allowed to let a man make a bargain to his own disadvantage.

7574. (*Chairman.*) You could not let a man surrender a certain amount of pay?—You could not allow him to surrender any. For instance, there are a great many non-commissioned officers who want to go practically on permanent leave, who would be very glad to retain their rank and sacrifice their pay, but the Law Officers advise that it is impossible—that they must be paid if they retain their rank, and the only way is for them to surrender their rank, which the men do not want to do.

7575. (*Mr. Beckett.*) Supposing you had a Financial Adviser, and the question of the interpretation of Regulations came up, and one person considered a payment ought to be referred to the War Office, and he thought it might be settled on the spot, and a power was given to you to settle it on the spot in your own discretion, do you think that would lead to diminution of correspondence with the War Office?—Very slightly.

7576. Do you think the General Officers Commanding would largely avail themselves of power of over-riding the Financial Adviser in that case?—I do not think there has been any difficulty of that kind. I have generally found that my Paymaster has taken very much the same view of the question as I have done.

7577. And supposing you differ, do you think it better that it should be referred to the War Office?—No, at the present moment I can always over-ride him if I like; my hands are not tied, except by my own sense of what is right, by the fact of my having taken my Paymaster's advice.

7578. (*Sir Charles Welby.*) His advice to you in no way prejudices the decision of the War Office if the matter gets to them?—Not in the least. I do not think those sort of ties exist at all; everyone takes it on his own responsibility. For instance, if you over-ride a medical man, you do so at your own peril. But the other day I had a case where a woman had written to the War Office that she had been distributing bread and butter in the Herbert Hospital against the intentions of the medical officers. I knew that we had typhoid patients in the hospital who would be very hungry, might gladly take the food and would certainly be killed at once if they did. I did not wait to take the advice of the medical officer in that case, but ordered him at once not to admit her again into the hospital. It was a question of saving the men's lives, and I did not need the medical officer's advice. Similarly, in most cases I should trust my Paymaster's advice, but a case might arise in which, when he had fully explained the matter to me, I might think the interest of the service required me to override him. I could always do it, but it would be probably only in some case of sudden emergency that it would be necessary, and I should take my chance with, I think, the certainty of being fairly dealt with. My experience is that it is often badly written letters that produce what seem to me bad decisions in such matters.

7579. I gather from your evidence that you would not attach any very great importance to having all your accounts audited locally at your elbow instead of having them all sent up here to be audited?—I do not think it is a question that has ever very much affected me. I do not think really that my evidence is of much value about that. I think you would get better evidence from other people, though I do not see any difficulty about it. I have had the most awful mess during the course of the year as to that very question of the Depot. An audit was sent from the War Office, and they wrote off everything, because it was a case in which an impossible task had been thrown on the officer. There was a certain Officer Commanding the Field Artillery Depot who was practically with a Staff for a company dealing with 3,000 men and more, with continual transfers and changes. He had an enormous financial business to deal with, and got into all sorts of difficulties about it, and I then strongly recommended that an auditor should be sent down to audit it locally, and that was accepted by the War Office. My experience rather concerns the higher questions of the finance of a district, such as the provision of adequate riding schools, the purchase of land, and so on. It is a long time since I have been myself a sub-accountant of the War Office and I only judge of those matters from outside.

7580. You do not at present find the audit exercised by the War Office irritating or unreasonable in regard to small disallowances, do you?—Certainly not.

7581. (*Mr. Mather.*) As a matter of fact, you do not seem to be very much controlled by regulations?—I think, on the contrary, there are many regulations, which unfortunately hamper not me only but much higher people than I am. What I have been chiefly speaking of has been the practice of the War Office to allow within the regulations, which bind it as well as me, as much freedom of action as it can to General Officers. For instance, here is a case where I should like to see much greater latitude, but then I find the authorities here are as much controlled as I am. There is a letter of mine here in which it so happened that the Colonel of the — Battalion — Regiment appealed to me under these circumstances. He says: "In November 1898 I was appointed Second in Command of the — Battalion — Regiment stationed in India. I was myself then stationed at the Regimental Depot at —. Not being entitled to a passage to India for my wife and family, I had to pay at Government rates for my wife and two children. In February last I was promoted Lieutenant-Colonel, and in March was ordered home to take command of the new 3rd Battalion — Regiment. I endeavoured to obtain a passage for my wife and family on a transport, but was refused as being not entitled, and I again had to pay passages for my wife and family. I have thus in 17 months had to pay in passage money alone about 170*l.* for taking my wife and family to India and back. I am not well off and the above expenses, which are, of course, quite in addition to the very considerable expenses always entailed on a man between this country and India, have quite crippled

" my resources. I would request that my case may be taken into consideration by the Secretary of State." I sent that up with this letter: "I trust that the personal attention of the Under Secretary of State may be directed to this case. It is quite obvious that where officers are exposed to sudden expenses thrown upon them in this way, and to such large amounts, the effect is to make the service impossible for any but wealthy officers. All others are liable to find themselves, because of their being selected as specially qualified to command battalions (as in this instance), placed in situations of sudden difficulty if not of actual dishonour. All the popular talk about Subalterns being the particular people who suffer from pecuniary treatment is mere ignorance. It is in the rank of a Command of a Battalion that the cruelty really comes. If any adequate selection of good officers for the service of the State is to be made, such penalties as this inflicted on officers for lacking some thousands of ready cash must be stopped. No private company could afford so to punish its best officers for being selected to do it better service. It would be ruined in a year." I think that is a commercial view which would probably be taken by anybody having to do with much business. The reply to that was this: "Lord Lansdowne desires me to state that it is regretted that this application cannot be complied with. The circumstances in which passages are admissible at the public expense for officers' families are laid down in paragraphs 425 to 430,

" Allowance Regulations, and no concession can be granted beyond the provisions of those Regulations." Seeing that the avowed policy of the Secretary of State is to make the Army possible as a career for men without large means, I am sure that, had it been within his power to avoid it, he would not have practically deprived an officer of his whole pay for a year because he had been twice selected as specially qualified—once as second in command of a battalion in India, once for the command of a newly raised battalion at home. I take it that those Regulations have been drawn up, like all ours are, with the attempt to do what is impossible. That is, to foresee every emergency that may arise. I think it is a representative case of the fact that we are continually hamstrung by regulations which have been drawn up under that idea and which do not meet all the circumstances of human life; that is the thing which is really red tape. People use the term "red tape" now as a sort of mode of swearing; anything a man does not like he calls "red tape"; but the real point of red tape is that you are so tied by regulations that you cannot do an act of justice. I am certain there is no commercial company in the Kingdom which would allow an officer in one year (or little more) to be exposed to the sudden expense of a double journey to India and back as a reward for being twice selected for two most important positions. That is not the work of the War Office. It is the result of much more complex elements in our political system.

Major-Gen.
Sir F.
Maurice.
K.C.B.

12 March 1901.

Adjourned to to-morrow at 11 o'clock.

TWENTY-FIFTH DAY'S MEETING.

NINETEENTH DAY'S EVIDENCE.

At the War Office.

Wednesday, 13th March 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. G. S. GIBB.

Mr. W. MATHER, M.P.
Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, Secretary.

Major-General L. V. SWAINE, C.B., C.M.G., examined.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

13 March 1901.

7582. (Chairman.) Since when have you been in command of the North-Western District?—About four years and a half; I was six months at Aldershot beforehand, so that makes up my five years. My time has just been extended to the end of June.

7583. Previously to that were you Military Attaché at Berlin?—Yes.

7584. How long were you at Berlin?—Ten years altogether. I was there twice; the first time six years, then I came home and commanded a battalion, and then went out again for another four years.

7585. Have you been Military Attaché at any other foreign capital?—Yes; I was for a short time at St. Petersburg—six months—and I was three years at Constantinople.

7586. You have never served in India, have you?—Never.

7587. The Committee want to ask you some questions in order to elicit your views about decentralisation, and also some questions with regard to the German system. I think the best way to proceed would be to go through the Memorandum, under date 31st January, which you

have sent the Committee. You begin your Memorandum by saying that, in your opinion, "the alterations made by the Decentralisation Committee have produced excellent results, but that the work would be still further expedited as between the districts and the War Office, if each department at the War Office had a registry office of its own in place of one huge central registry office only." Do you mean that the letters addressed by a district to Pall Mall should be addressed to the heads of the various departments who have to deal with them, or should be addressed as they now are to the Under Secretary, but also that the name of the department with which they are going to deal be on them?—Yes. That remark you must continue in order to get my whole idea, because I am suggesting rather a radical change when I suggest doing away with the Adjutant-General, and to have each department under an Inspector-General—say an Inspector-General of Infantry, one of Cavalry, one of Field and Horse Artillery, and one of Garrison Artillery, Engineers, and so forth; then the letters could be addressed to the Under Secretary of State with the word "Infantry," for instance, in the corner, as I propose.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

18 March 1901.

7588. Are your recommendations with regard to registry conditional on these other changes being carried out?—Not necessarily; unless you can divide the War Office into compartments similar to what it is, we will say, in the German War Office. Although in the German War Office it is all administration, there they have an Infantry section, they have a Cavalry section, they have an Engineer section, and so forth.

7589. Do you complain of the action of the registry here, because within your own experience your letters take a long time in getting through and getting answered?—Yes.

7590. Is that necessarily a fault of the registry?—It is the fault of there being only one huge registry, and the enormous number of letters that go there daily; the clerks cannot work through them. Every letter that comes to the Central Office has to be opened; the subject has to be read and digested by the clerk, and I have heard, though this is hearsay, that letters have taken three and four days before reaching the individual who has to deal with them.

7591. I do not think there is much digestion; he merely glances at the letter to see what department it is to be sent to. We have been told that the whole of the letters received at the War Office get distributed within a day, so that if there is any serious delay I imagine it is no fault of the registry, except in so far as it may send the letters to the wrong department. I do not wish you to be under the impression from that that we think there never is such a thing as a mistake. But your remark about the registry is only preliminary to your suggestion that the Adjutant-General's Department should be done away with as at present constituted?—Yes.

7592. And that a system of inspectors should be established?—Yes.

7593. That would mean rather, would it not, modifying the constitution of the great officers, the Inspector-General of Fortifications, the Adjutant-General, and so on, as laid down by the existing Order in Council?—That, of course, is not a matter I can deal with.

7594. Nor can we; it is outside our reference, and therefore I am afraid we are rather precluded from discussing the question whether it is necessary to have an Adjutant-General's Department?—An Adjutant-General's Department is, of course, a tremendous centraliser in the War Office, and if you want to decentralise you must either reduce his powers or do away with him.

7595. I suppose in old days he was a still greater centraliser, was he not, before these other departments were made semi-independent?—Yes, it is to a certain extent less centralised, but still there are very few things that the Adjutant-General cannot have some say in.

7596. I gather, for instance, from Lord Wolseley's proposals, as sketched the other night, that everything that had to go through the Commander-in-Chief would go through the Adjutant-General, which would be still more centralisation, would it not?—But if you had inspectors of these different arms you would do away with a good deal of that centralisation, and the heads of these departments would not be officers of major's or lieutenant-colonel's rank but of major-general's, or perhaps even lieutenant-general's rank, and would be all men of experience and knowledge, who would not require to go and ask a third person what they should do before the matter went before the Commander-in-Chief.

7597. You mean to say there should be an Inspector-General of Cavalry, Artillery, Infantry, and so on?—Yes, you may call them what you like. I merely suggested the word "Inspector-General" because you have an Inspector-General of Cavalry now.

7598. (Sir George Clarke.) Would it not be the essence of carrying out that arrangement that the Inspector-General should be taken out of the War Office?—I should make them go round looking at their particular branch of the Service. Let them go and see how the Infantry are being trained at Aldershot or let them come into a District like mine and see how the training of any regiments I have quartered in my District is conducted.

7599. But you introduced the German analogy, did you not?—I did, but I said at the time they were only administrators, they were not really commanding troops.

7600. And the people you would propose to establish at the War Office would be administrators rather than commanders?—Up to a certain point they would administer as well. I mean all the regulations concerning Infantry would be worked out by the Inspector-General of Infantry, and so forth.

7601. And they would be under the Commander-in-Chief?—All under the Commander-in-Chief direct.

7602. Therefore the work of the Adjutant-General's Office would be divided among the other arms, as it were?—Amongst all the Inspectors-General, of whatever arm they might be.

7603. (Chairman.) To refer once more to the Adjutant-General you say: "Is it not this department which causes all the baneful overlapping at the War Office"?—Yes.

7604. Overlapping between whom?—I give an instance in my memo. of 31st January 1901, of my wish to place an officer of regular Cavalry in command of a Yeomanry Brigade. This question which I thought would be dealt with by the Inspector-General of Cavalry, or at any rate by the Inspector-General of the Auxiliary Forces, was dealt with by the Adjutant-General, and I got a most extraordinary letter back as I mention, and then, on writing privately to the Inspector-General of Cavalry, at that time, General Luck he wrote back and said, "I have settled this matter a long time since"—although the Adjutant-General had said it was a monstrous proposal of mine. That is what I mean by the word "overlapping." Have I made myself clear?

7605. (Mr. Gibb.) That appears to be just a case of muddle in the Adjutant-General's Office?—Quite so.

7606. (Chairman.) Not wholly a muddle, because both the Adjutant-General and the Inspector-General of Cavalry had to be consulted?—Yes, the Inspector-General of Cavalry should have been consulted or the letter should have originally gone to him and then, as it is a matter of command, the Adjutant-General puts in his oar.

7607. (Mr. Gibb.) I call that muddle?—That goes under the head of discipline; command goes under the head of discipline; that is why I talk of the undefined word "discipline." You may look into any dictionary and none will tell you exactly what it means.

7608. (Sir George Clarke.) Your point is that it was a matter purely relating to auxiliary Cavalry?—Yes.

7609. And as such would naturally be dealt with by the Inspector-General of Cavalry?—Quite so, because he is the one who inspects the Yeomanry regiments.

7610. Therefore you think it points to want of definition of the duties of Inspector-General of Cavalry as separate from the duties of Adjutant-General?—Yes; but the letter went to the Adjutant-General and never went to the Inspector-General of Cavalry. The Adjutant-General's Department never referred to the Inspector-General of Cavalry, and the result was I got a ridiculous letter back from the Adjutant-General.

7611. If the definition of duties had been complete and satisfactory, I presume the Adjutant-General's Office would have at once turned the letter over to the Inspector-General of Cavalry if it got to him by mistake?—That is possible, but I will not give a definite opinion.

7612. (Chairman.) Under this general word "discipline," according to you, the Adjutant-General stretches his power into all kinds of unexpected quarters?—Into every loop and corner he can get at. I do not want, of course, to say anything personal. His duties, as defined to-day, give him that power.

7613. Like an octopus?—Yes.

7614. (Sir Charles Welby.) According to your view the Inspector-General of Cavalry holds the theoretically sound position not only as to inspection but as to the training and discipline of the Cavalry?—Not discipline, because there the Adjutant-General comes in again.

7615. But theoretically you hold as regards the Cavalry that the Inspector-General of Cavalry should control the discipline of the Cavalry?—Absolutely.

7616. And carrying that same principle to the other branches, there should be Inspectors-General of Infantry, Artillery, and so on, who should not only inspect but control the discipline of those branches?—Certainly.

7617. And by such an arrangement the need for a great central bureau for the discipline of the whole Army would to a great extent disappear?—Yes.

7618. That is your opinion?—Yes.

7619. (*Sir George Clarke.*) You do not regard this as a question of discipline, do you, but of administration?—It comes under discipline. For instance, the other day when my term of command was extended for three months I did not get the letter from the Military Secretary, who had brought the matter before the Army Board, or whatever Board these things go before, but from Sir Evelyn Wood, the Adjutant-General, by whom it was signed.

7620. (*Chairman.*) Then you think the word "discipline" wants a very precise definition?—Very much so.

7621. (*Mr. Gibb.*) Was that when the Adjutant-General was acting as Commander-in-Chief?—No, it was only last week.

7622. (*Sir Charles Welby.*) The functions of the Adjutant-General at present are not confined to discipline, are they?—No, but discipline covers such a large area.

7623. (*Chairman.*) But if the Adjutant-General were placed under the Commander-in-Chief, would not some of those difficulties disappear?—No; you see my point always is that if there is to be decentralisation the Adjutant-General as he is to-day has too much power.

7624. That is because he is independent of the Commander-in-Chief?—He is absolutely independent of the Commander-in-Chief, in fact he is the bigger man.

7625. If he had a smaller man under him would not those difficulties disappear?—Before answering that I should like to know what the smaller position would be. I should not like to say yes, because I should like to see what would devolve on him and what would be taken away from him.

7626. (*Mr. Gibb.*) You mean so long as his powers are practically undefined he is able unduly to extend their practical application?—Yes, that is quite so.

7627. That, whether he is under the Commander-in-Chief, or not under the Commander-in-Chief, his powers must be limited and defined?—Yes.

7628. (*Chairman.*) I suppose if he were under the Commander-in-Chief he would occupy very much this position, that is to say, comparing a Commander-in-Chief to a clerk of the works, the Adjutant-General would be his foreman?—Yes; that really would be the position of every inspector as I propose now, they would be the foremen of the clerk of the works.

7629. Now we have two clerks of the works instead of one clerk of works, and a foreman?—Yes.

7630. (*Sir Charles Welby.*) Placing the Adjutant-General under the Commander-in-Chief would not necessarily affect his centralising tendency in itself, would it?—Not a bit.

7631. He would be simply doing on the Commander-in-Chief's behalf what he is doing now on his own behalf?—Yes.

7632. (*Sir George Clarke.*) Under the Order in Council of 1888 I suppose the centralisation of the Adjutant-General must have been much more marked than it is at present?—I cannot answer that because I was not a General then, and I had not the opportunity of gauging that.

7633. It was not then a question of discipline only, but a question of every single thing?—Yes.

(*Sir Charles Welby.*) It was not a simple question of the Adjutant-General's function, because in those days he held two entirely separate functions, that of Adjutant-General and that of Chief of the Staff to the Commander-in-Chief, and it was as Chief of the Staff of the Commander-in-Chief that he had the dealing with every Military question.

7634. (*Colonel Miles.*) The order of 1888 did not make him a greater centraliser; all it did was to give him supervision of other matters, was it not?—Quite so.

7635. (*Chairman.*) A little further on in your Memorandum you say, "Unless very considerable improvements can be introduced into the barrack branch of the Inspector-General of Fortifications Department, and into the Director of Contracts Branch, I am strongly of opinion that some of their work should be deputed to the General Officers Commanding Dis-

tricts." Then you proceed to give an account of what took place in the case of the Lichfield huts, as to which I should be inclined to borrow a word from Mr. Gibb, and say there was apparently a good deal of muddle?—It was muddled to that extent, that we never knew from one day to another what we were expected to do, from the fact that we did not receive the absolute contract that was made by the Director of Contracts with the contractors, we did not know what they were to provide. The result has been a great deal of wrangling and an ultimate climbing down on the part of the War Office, because they had to pay the contractors what they wanted.

7636. (*Sir George Clarke.*) As far as the Inspector-General of Fortifications Department is concerned, of course he was really in the hands of the Director of Contracts, was he not?—Quite so.

7637. Who makes all these contracts, and who decides practically who shall be on the list of contractors?—Yes.

7638. (*Mr. Gibb.*) I do not know that that is quite so, because the origin of the difficulty was this, was it not, that there was an ambiguity as to the point of delivery?—Yes, that was one thing.

7639. Now that ambiguity was the fault, was it not, not of the Director of Contracts, but of the Requisitioning Department, because it was their duty to say "we want them delivered at Lichfield Station," or "we want them delivered at the site," and if they did not say that, no one making the contract could know where the things were to be delivered?—But it is known perfectly well in the War Office that the Lichfield barracks are three miles away from the station.

7640. Yes, but when you make a contract it is not known whether you want delivery at the site, or delivery at the station; it is sometimes advisable to arrange for one and sometimes for the other, is it not?—Quite so: then the Director of Contracts should have been more explicit.

7641. But I venture to suggest it is the person who is seeking the contract to be made, whose duty it is to define the point of delivery for the articles contracted for?—But that very individual is the Director of Contracts.

7642. (*Sir George Clarke.*) The terms of the contract ultimately got to you, I suppose?—Yes.

7643. And your interpretation of the terms of the contract was that the contractor ought to have delivered on the site?—Yes.

7644. The contract, I suppose, according to the specification, ought to have said furnish or not furnish glass and other things, which the contractor declined to do?—Yes.

7645. So that it was not entirely a wrong drawing up of the specification, but there were other affairs which entered into the matter, were there not?—That I cannot say, but the impression I got was that the contract had been started verbally, and that there was no clear and definite specification. The contractors probably never had a specification. In the Inspector-General of Fortifications Department there are specifications for huts of every description and kind, and I do not doubt for a moment that the contractors never saw that specification; therefore they concluded they had only to provide the wood for the huts and nothing beyond.

7646. Your point is of course that it is a kind of contract which you as a General Officer Commanding the district could have much better made for yourself?—I will not say that I am certain of it, but I am as near as possible certain of it, because I could have got the whole thing from Warwick, which is next door to Lichfield.

7647. (*Chairman.*) But originally you were asked to try and obtain offers locally, were not you, and as those offers were not forthcoming the War Office made the contract?—I do not quite recollect that detail.

7648. You say yourself in your memorandum, "We were asked to try and obtain offers locally for supply and equipment"?—Quite so; then almost the next morning we got a wire from the War Office to say that a certain firm had been selected as contractors.

7649. Before you had time to look for a local man?—Yes; so there is confusion at once. They tell me to look round for the means of building these huts and

Major-Gen.
L. F. Swaine,
C.B., C.M.G.
18 March 1901.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

18 March 1901.

find a contractor who will take it on, but at the same time the War Office are doing exactly the same thing, and beat us at once, and telegraph down and say, "We have engaged — to do it."

7650. It has been stated to us by one General that the power to make contracts up to 2,000*l.* is merely an illusion in so far as the Generals have no power at all in determining what contractors should be placed on the list of contractors from whom tenders are called. They can with great difficulty get a man removed, but they cannot apparently place a man on the list, while the Director of Contracts places men on the list without their knowing it, so that they practically have no voice in the preparation of the list?—That is absolutely true.

7651. The list being formed, all these men on the list are then considered *ex hypothesi* to be equally good men and true?—Yes.

7652. And the natural result is, when all men on a list are equally good and true, they take the lowest tender without any further thought?—Yes.

7653. Therefore, as a General you have absolutely no voice under that system, have you, of determining in what quarter the contract shall be placed?—No, but there is something worse than that; I have the greatest difficulty in getting a contractor scratched out and put on the black list.

7654. Would not a great many of your difficulties be obviated if you had a very large voice in the composition of the lists of approved contractors, so that the contractors should not be put on the list without your knowledge and assent, and that the list should be formed not, as it is now, by the Director of Contracts practically, but formed between you and the Director of Contracts, and that if you objected to anybody your objection, subject to the decision of the Secretary of State, should be final?—Yes, I certainly approve of that.

7655. Some change like that would make the power of giving contracts up to 2,000*l.* reality instead of illusion, would it not?—Quite so.

7656. (Sir George Clarke.) But have you been actually overridden in your district as has happened in other districts; that is to say, has a contractor been forced upon you whom you have reported to be incapable of doing the job?—I am under the impression that there is a meat contractor at — with whom I have had some trouble. I will not be certain, but I believe he is not struck off now.

7657. (Chairman.) Have you made representations as to that case?—Yes.

7658. (Mr. Gibb.) Recommending that he should be struck off?—Yes. As I say, I am not quite certain whether he has been struck off, but I kicked up a bother at last about it.

7659. (Chairman.) Perhaps as you are not quite certain about the point, you might kindly, when you get back, look it up?—Directly I get back I will enquire and let Mr. Gibson know. He was a meat contractor. He gave bad meat, but he was vouched for as being a highly respectable man by the Superintendent of Police.

7660. If in addition to your being given a voice in the determination of the names of the contractors to be put on the list, you were also given authority to accept any tender on your own judgment without reference to the Director of Contracts up to a certain amount, would that also help you?—Yes, certainly.

7661. Those two provisions, you think, would remedy the evils of which you complain to a great extent?—Yes, certainly.

7662. Would those two provisions place you in a satisfactory position?—I think so. It certainly would be a great gain. With reference to contracts generally, I think General Officers of Districts might have a fuller hand. Take, for instance, the question of a contract for soap. The contract for soap is made in the War Office, and all the soap goes to Woolwich. It so happens that in my district I have a Sunlight soap manufactory, only half an hour by train from Chester. Now, if the Director of Contracts gets Sunlight soap from that place it goes all the way to Woolwich, and then when I want it in my district it has to come all the way back again. I do not know whether it is like Madeira supposed to improve by going round the world, and I do not know whether Sunlight soap is used in the Army; but there is a manufactory in my district

which could make any soap I wanted, so that it is perfectly ridiculous, it seems to me, to let this soap wander all over the Kingdom. That is one instance.

7663. I suppose if you have to buy soap for the British Army you would buy a very large quantity wholesale, and you would get each individual piece of soap cheaper than if you bought it in a particular district in small quantities from retailers?—Yes, but would not the travelling add to the expense of it?

7664. Yes; I cannot see why, supposing a contract was made for soap with a soap manufacturer near you, it could not be delivered to the troops in that district direct instead of being sent to Woolwich. I should have thought that was a matter of common sense?—Yes, but I do not think it is done.

7665. (Mr. Gibb.) You would prefer a general contract specifying different points of delivery?—Yes.

7666. (Chairman.) That could be taken into consideration, could it not, in the terms of a contract?—Yes.

(Sir Charles Welby.) There would be a difficulty in giving a monopoly in the supply of Sunlight soap, would there not?

7667. (Chairman.) If the General Officer had the power to purchase such things in his district, as, say, soap, brushes, and articles of that kind, it might result possibly, might it not, in the long run that those articles would become more dear to the country than if they were brought in large masses and then distributed?—Possibly; my Adjutant-General "B" wrote me a short memorandum about contracts. He says: "The making of contracts for supplies is now to a certain extent in the hands of Generals Commanding Districts, but they have, after accepting them, for the Secretary of State for War, to send them to the War Office to be considered by the Director of Contracts."

7668. That is to say, the tenders are referred to the War Office?—Yes.

7669. And opened here?—No, after we have accepted them. This does not appear necessary. It is no doubt necessary for the purpose of estimate and finance, and a statement should be rendered showing the prices of the contracts when completed, but the responsibility of making these contracts could well be entirely vested in the General Officer Commanding, who would be responsible through the Quartermaster-General to the Under Secretary of State.

7670. (Colonel Miles.) But so he is responsible, is he not?—You make them absolutely, and you merely send them up to be registered and let the Director of Contracts supervise them if necessary, but the contracts are absolutely finished in the districts, are they not?—Yes, but we are sometimes told we ought to have taken a cheaper tender.

7671. (Chairman.) That is a matter of revision and instruction to you afterwards, for your future counsel. They do not upset your contract, do they?—No, they do not upset our contract.

7672. They say, for instance, "We think the beef should have been a penny a pound cheaper," and that kind of thing?—Yes.

7673. Which does not really hinder you?—Quite so. He goes on to say that "the Quartermaster-General should manage all contracts as to the supply of food, fuel, light, and clothing for the Army." The General Officer of a District, when he accepts a tender, accepts not necessarily the lowest price, but he takes into consideration the respectability of the firm, which, I think, is a very important thing; and the General Officer in the district, or his subordinate who advises him, must know better than the people here at the War Office. Therefore, if they complain that we do not take the lowest tender which is quoted it is irritating, to say the least of it.

7674. (Mr. Gibb.) It does not upset the contract, but it upsets your equanimity?—Quite so.

7675. (Chairman.) To pass to another question. Following your Memorandum, you say that you really think something might be done to make certificates given by officers a reality. At present, I understand, if an officer travels, the colonel, or whoever he is, certifies that his travelling claim is correct, but it is understood that that certificate, although solemnly attested, is absolutely of no value, and that he has not

taken the least trouble to inform himself whether the claim is correct or not. Then the Paymaster takes the claim and works it out, and examines it to see whether it is correct or not?—Yes.

7676. So that the signature of the Commanding Officer really is absolutely useless except as to the authority for the journey?—Quite useless.

7677. It is otherwise waste paper?—Yes.

7678. And it merely accustoms him to the vicious habit of signing documents without looking at their contents?—Yes. But the worst system of all is where an officer, and I think that happens a good deal with the Engineers as to working parties, has to sign that he has paid men before he has ever received the money.

7679. (Mr. Gibb.) I see you mention that in your memorandum?—Yes.

7680. Can you tell the Committee by whom he is asked to sign, before he receives the money?—There is the form, you see—the form goes in. I think it is Form O. 1779.

7681. By the Accountant-General, is it sent?—By the Pay Office. The Station Paymaster, the Local Paymaster, will not give that money until he has the certificate from the officer.

(The Secretary.) That is not in accordance with the War Office Regulations—it is opposed to them.

(Sir George Clarke.) Your point is if money has to be drawn, perhaps before the work is accomplished, the officer in order to draw the money has to certify the work has been done.

(The Secretary.) No, the witness's point is that the officer has to certify that the man has been paid by him before the officer has had the money, therefore he has to pay it out of his own pocket.

(The Witness.) Yes.

(The Secretary.) That is absolutely wrong.

(The Witness.) But is not that certificate on the form?

(The Secretary.) The certificate is there, but that is no reason why he should not have had the money. What I mean is, the Paymaster cannot insist on this form being sent him duly receipted before he has issued the money.

7682. (Mr. Gibb.) It may be that the form of receipt should be separated from the rest of the form. Probably the Paymaster requires the proof before he pays the money?—Yes, but after all he might give an advance; because when I travel about my district my aide-de-camp draws 10l. or whatever it may be in advance; then he has to account for that money to the Paymaster. It is simple to do that.

7683. (Chairman.) In the case of your aide-de-camp he would have to certify the travelling claim as correct, I suppose?—He certifies that the form is correct, and I have to sign it in three places.

7684. To show that you have carefully examined it?—First, that I have received the money, when I have not; secondly, that I have carefully examined it, which I have not, because I have left it to my aide-de-camp; and thirdly, that the aide-de-camp is an honest man, or words to that effect.

7685. From what you say we gather that the certificate as regards travelling claims, which is signed by a commanding officer, either is absolutely useless, except as regards the authority for the journey, in which case it ought to be abolished, or if it is to be of any use it should be made with care and be accepted as final?—Yes; as the Paymaster audits it in every case.

7686. But if it was made with care, and was really a formal and serious document, payment would be made upon it, and the Paymaster need not audit it?—No.

7687. It seems to me quite conceivable that by far the better system, as the Paymaster is the real professor on these subjects, would be to continue to let the Paymaster examine into travelling claims and make the payments on them, and in that case the intermediate certificate of the commanding officer ought to disappear altogether, except as regards the authority?—Yes.

7688. (Mr. Gibb.) Except as regards the fact of the payment having been made?—No, because the payment has not been made.

7689. What I mean is this: supposing your aide-de-camp is making a claim, I assume he has disbursed certain money?—Yes.

7690. You must have, before it goes to the Paymaster for examination, a certificate by the officer that that money has in fact been disbursed?—Quite so.

7691. (Sir George Clarke.) But no one can give that certificate except the actual disbursing party, the aide-de-camp?—Quite so.

7692. (Chairman.) As the rule is the man does not get the money in advance, but pays money out of his own pocket and then sends in a claim to the Paymaster to allow him the money: then his claim passes through Colonel So-and-so, who solemnly attests it is right in all details without looking at it in the least, to the Paymaster?—That is so.

7693. (Mr. Gibb.) Do you think the practice of laying down very precise regulations of what can be claimed as expenses is better than simply giving a discretion to someone to allow a reasonable sum for disbursements and expenses?—There is a very good system, I think, in Ireland. I have only been quartered in Ireland a very short time, and I confess I know nothing about it; but I believe it works very well, and that is the distances are laid down. I believe there is a regular system there of laying down zones or something of the sort, so that when an officer has to go, say, from Belfast to Cork, the whole thing is cut and dried and printed. If we had something of the sort in England it would be a great saving of labour.

(Colonel Miles.) I had heard it was proposed, but the difficulty, I understood, was in the mileage rates.

7694. (Mr. Gibb.) If we are to be too precise in regard to the amount allowed that system might not work, but the very advantage of the system is that you should fix the mileage rate so that it would reasonably cover every reasonable man's expenses?—Quite so.

7695. And if sometimes rather more than ought to be paid was paid it would not matter?—Certainly. I think that would be a great help. Supposing, for instance, an officer is sent from London to Woolwich on a court-martial, at the end of that court-martial he would claim his lump sum instead of 1s. for a cab and so much railway fare.

7696. (Chairman.) Does not he get his fare plus something else?—Yes, he gets 3s. 6d. a day unless he stays out at night, and then he gets paid according to his rank.

7697. (Mr. Gibb.) The difficulty of a system of that sort, is it not, is that you must base the figure on what you may call an average?—Yes.

7698. Then if an officer travels and actually and properly pays more than the allowance and more than the average he thinks he is badly treated if he cannot get it back again?—Yes.

7699. (Sir Charles Welby.) Why cannot a man send in an account of what he has actually expended and certify that he has expended it and then let it be looked through by the Paymaster or whoever it may be?—Well we know exactly what the railway fares are, and that the paymaster settles, but it is these little annoying things like cabs, where a man claims a cab when he goes on a court-martial from the station at Wrexham, we will say, to the barracks. The fare, I think, is 1s. 6d., and he feels aggrieved he cannot have cab fare back again.

7700. (Mr. Gibb.) He ought to have it back. Do not you think a General Officer Commanding should have absolute power to authorise and pass payments of that sort?—I certainly think so.

7701. If it is a reasonable thing, would not the General pass it, but if he thought it unreasonable he would not pass it?—You must remember one thing. The British Army is full of faddists, of which, perhaps, I am the worst. There may be a General, an athletic man, who would say, "Cab! not a bit of it, let him walk." and the man has to walk both ways, if you leave it entirely to the discretion of that General.

7702. (Chairman.) Talking of certificates, are you aware of a system under which officers commanding units make requisitions for ordnance stores during the year, without any sense of responsibility or reference to the question whether they have or have not exceeded their annual allowances, and simply go on sending in requisition after requisition. The Ordnance officer is supposed to control the requisition when it comes in, although it is rather doubtful whether he can do so very accurately, and to disallow it when an officer has

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

18 March 1901.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

13 March 1901.

exceeded his prescribed amount,—is not that rather an unsatisfactory system?—Yes, it is.

7703. Ought not the officer of the unit to keep an account of what he is getting, and what is allowed him?—Yes. That is a very unsatisfactory process. A similar thing happened in my district, and I merely told the officer if this happened again I should have to take very serious notice of it and break him.

7704. The Ordnance officer having discovered he had sent in orders for too much?—Yes.

7705. But as a matter of fact these officers have no conscience in that regard, have they?—Well it is not so much that as it is the supervision over the men who make away with these things; it is the want of proper supervision in a unit.

7706. If the commanding officer had the responsibility upon him of keeping the run of his things and of only making requisitions within the prescribed allowance, and was held responsible for anything which he had outside that allowance, would not he look more to see that those things were not wasted?—I am sure he would.

7707. And it would be very good training for him?—Yes, and it would be quite the proper thing.

7708. And it would do away with this check by the Ordnance officer?—Yes, and it is the fact that these careless gentlemen throw an immense amount of additional work on to the staff. The staff have quite enough to do and think about without having to try and keep others in order; they ought to have to look after things themselves and not have things found out by the Staff. It always looks very bad, and it has always impressed itself upon my mind, that there is nothing which speaks so much against the discipline of a unit if the Staff find out anything wrong going on in that way. A unit should be in such a condition that no Staff officer could ever find serious fault with it.

7709. I suppose, to revert for a moment to Germany, where the commander of the unit has that responsibility on him?—Yes. Colonel Miles has been much more on the Staff than I have, but what does he think about it? I say it shows a very bad condition of affairs in a unit if the Staff Officer has to find out either discrepancy or serious error.

7710. (Colonel Miles.) I quite agree—It should not be the Staff Officer who finds out that there is something wrong.

7711. (Sir George Clarke.) But the only way to get that happy state of things is to enforce the responsibility on the head of the unit, is it not?—Yes; quite so—ram it into him.

7712. (Colonel Miles.) And have inspection?—And have inspection.

7713. (Chairman.) There appears to be a system by which, say again in the case of a battery, the commander of a unit is entitled to so many actual items by way of repairs during the course of the year. He is entitled to so many brushes, so much leather, so many buckles, and so many other things, without reference to the question whether in one year owing to peculiar circumstances the wear and tear should have come most heavily upon the buckles or upon the brushes?—Yes.

7714. In civil life, I think, such a system would be considered rather absurd. Would not you rather have a money limit and say, "You have to keep your battery in proper order; instead of giving you so many buckles and brushes, there is the money equivalent, based on an average for years; if you want more brushes in one year than buckles, you can use your own discretion and buy what you want"?—That would be a very good thing, because there the responsibility of the commanding officer of the unit would come in again. That would be much better.

7715. (Chairman.) Give the man a credit on the Ordnance officer for so much, which would be equivalent to giving him money?—Quite so.

7716. (Mr. Gibb.) It was in my mind that it would have to be done by some money equivalent?—Yes.

7717. (Chairman.) He would have an imprest for so much, but the actual items could be varied according to his discretion?—Yes.

7718. To go back to your memorandum where you speak as to the B. Branch. You say that as regards re-appropriation the powers granted to general officers

commanding, as defined in King's Regulations, paragraph 862, are very restricted; and that a freer hand should be given in this matter. Will you explain that to the Committee a little further?—For instance, if I go into a barrack, and I should like to turn two married quarters into a sergeant-major's quarter or into a quartermaster's quarter, I cannot do it.

7719. (Mr. Gibb.) Who controls you?—The Quartermaster-General.

7720. (Chairman.) It has to come up to the Quartermaster-General?—Yes. For instance, in all the barracks the barrack warden has the best quarters of all.

7721. Who is the barrack warden?—The barrack warden is the man under the Barrack Department, who has brooms and fenders and all sorts of barrack utensils of that kind under his special care.

7722. He is in charge of the general up-keep of the supplies, is he?—The general up-keep of utensils and things. This man has the best quarters in barracks, while in some places—take Carlisle, for instance—the sergeant-major, who above all non-commissioned officers should live in barracks, has to live out of barracks. There is no reason why the barrack warden should not live out of barracks; he has nothing whatever to do; he looks up his place at night, and turns into his quarters in barracks, whereas the poor sergeant-major, who has to look after the discipline of the barracks, has to trudge home every night to his lodging or quarters out of barracks. Now, I cannot turn that barrack warden out, and if I attempted to write about it and recommended it, and suggested it, I am told I had better mind my own business—that the warden has been there 20 years, and he is going to remain there.

7723. (Sir Charles Welby.) I have the paragraph of the King's Regulations, to which you refer in your Memorandum before me, and I cannot see how, under that paragraph, you are prevented from taking a step of that kind?—Yes, I am.

7724. Will you look at the paragraph and tell me why. I understand if you simply turn the barrack warden out it involves increased lodging allowance?—No, because the sergeant-major has got that.

7725. Then I cannot see under that regulation that you are precluded from taking such a step?

(Chairman.) Have you ever tested the matter?

(Witness.) Yes, and I have been refused. I have now read the paragraph; it does not prevent me, I should say, but I can say I have tried it and without success.

7726. (Sir Charles Welby.) There are such things known to have happened as the War Office exceeding its own rights of interference?—Yes, quite so.

7727. (Chairman.) Is there any other instance under "appropriation" which you would like to give us?—Those are the only two points that have come under my notice. Where barracks have been increased, where extra battalions have been added on, of course it means another sergeant-major, and quartermaster-sergeant, and so forth. I have had great difficulty in the matter; in fact, I cannot do it without sanction, and as for the barrack warden, I have never been able to turn one out yet.

7728. (Mr. Gibb.) I suppose your point is that, as regards the appropriation of rooms, that should be absolutely in the discretion of the General Officer Commanding?—Yes, it is a minor point, if you like, but still there it is; one's hands are tied.

7729. (Sir Charles Welby.) I am inclined to suggest to you that you should carry out the step and see what would happen, merely reporting to the War Office that you had done so under your powers laid down in No. 362, and see what the result was?—I will make a note of that.

7730. (Chairman.) To continue your Memorandum, you go on to deal with the Pay Department and recommend that Station Paymasters should be allowed to pay charges which are now paid by the District Paymasters, and you give a list of them?—Yes.

7731. Pay on account of troops, acting, clergyman, church orderlies, gymnastic instructors, and so on, have all those got to be paid at the district office as opposed to the station office?—Yes.

7732. Is there any reason for that?—I do not know of any.

(*The Secretary.*) I may say that in the South-Eastern District that course has been tried as an experiment, and has been found to work well.

7733. (*Chairman.*) If you have a Station Paymaster what does he do if he does not do this kind of thing?—He has the payments to the troops to make.

7734. But he would have sufficient time and authority to make these payments, would he not, without it going up to the district Paymaster?

(*The Secretary.*) I think so; it has been carried out, as I say, in the South-eastern District, and no doubt it will be done more generally?—I do not see why the Station Paymaster should not have the dealing with these things, as he has all the knowledge.

7735. (*Chairman.*) Then you go on to say that all station pay accounts should be sent to the headquarters of the district, so that they might there undergo the test audit now carried out at the War Office, or be embodied in a district general state. You seem to have in that a possibility of the audit now carried out at the War Office being carried out at the headquarters of the district?—I see no difficulty about it at all.

7736. Do you see any advantages in it?—It would make us more self-contained, as it were.

7737. Would it not also have the effect that if there is a question of interpretation of a financial regulation, a General would be very likely to consult his Paymaster?—I always do; I have never heard of any General not doing it; I cannot fancy any General not doing it. I should be very sorry to give any opinion off my own bat in matters of finance without consulting the Paymaster.

7738. He is the expert on that matter?—Absolutely.

7739. But let us go a little further. Supposing the Paymaster gives you an opinion and there is no absolute reason why he should be right. You may act on the opinion and yet have trouble with the War Office, whereas if you had a local officer, a sort of head of a local accountant-general's branch, with power delegated to him from here, whose decision is final, when you have consulted him who has said, "Yes, that is a matter within my delegated powers, and so and so is the interpretation," that would be final, and it would be accepted by the War Office, and no trouble with the War Office would ensue afterwards?—Yes.

7740. Would not that save you a lot of trouble and correspondence with the War Office?—Yes.

7741. There is now, is there not, a lot of trouble and correspondence?—Yes; but that is caused by the fact that the regulations are so badly worded. If they were to enter less into detail and use more general language I am sure it would save trouble; but they try to legislate for every possible case that may happen.

7742. I suppose every possible case that arises immediately has a regulation made upon it?—Yes.

7743. (*Mr. Gibb.*) I suppose it also arises from the desire to get uniformity in all the districts?—That is possible.

7744. If you send out regulations general in expression you must be prepared for a large amount of want of uniformity, must you not?—But what a good thing that would be, because you would suck the brain of the individual who runs the show at that station.

7745. I am not suggesting it is a bad thing; I think it is a good thing, and I agree with you, but the tendency, as embodied in the War Office regulations, is just the reverse it seems to me?—Just the reverse.

7746. That everything must be in all the districts absolutely uniform?—Yes, I think we know that from Aldershot too, every brigade must be drilled exactly the same as the other is; there is no imagination left to anybody.

7747. (*Chairman.*) Then you go on to suggest that contractor's bills of 100*l.* and upwards now sent to the War Office for payment should be paid by the District Paymaster, which would ensure all the charges appearing in one district account. I should have thought even if these payments were paid at the War Office they could still appear in the district accounts irrespective of the fact that the actual payments are made here. I understand the payments of sums over 100*l.* are made here in order to avoid the inconvenience, and to a certain extent the expense of keeping depôts all over the country for paying these things?—Yes,

but what is the result of this? The result is when a contractor sends in his bill he knows he will only get a cheque which has to go up to the War Office, and that rather bores him; so when his bill is 106*l.* he sends in an account only for 90*l.*, and as soon as he has got that money he sends in a charge for 16*l.*

7748. Why should it bore him?—Those are things that have happened; I cannot put myself into the position of the butcher, but I know these things have taken place.

7749. Would you consider that a very serious matter?—No, but they must have some reason for doing it.

7750. (*Mr. Gibb.*) Do you think a bill is paid locally more promptly than a bill is paid by the War Office?—That I should not like to say because I really have had no experience of it.

7751. If that were so it might explain the matter, might it not?—It might explain it.

7752. (*Chairman.*) I will now pass from your experience as a General in command of a district to your experience in your previous capacity as a Military Attaché?—Before doing that would you allow me to say one thing. I put nothing into my report about returns and my reason for that is this, we really do not know in the districts for what use the different returns we have to furnish are applied in the War Office, whatever the returns may be, whether monthly, yearly, or half-yearly returns we do not know for what purpose they are called for and therefore I did not like to give an opinion in favour of knocking this or that return off, but I can only say that if it is wanted to see whether it is possible to reduce the number of these returns that go from districts to headquarters, it should be done not by evidence but by personally following the life of a return—see its birth, when it arrives at the War Office, see what departments it goes through, who looks into it, what subjects the returns contain, and then go to its death and see what happens to it, whether extracts are made from it, and whether it is ever referred to again.

7753. Are you acquainted with the evidence that Sir William Butler gave before the Decentralisation Committee?—No.

7754. He gave some very remarkable evidence. He had both experience of the War Office and a district, and he said that masses of returns were sent up from districts to the War Office. When the War Office, however, wanted to ask a question in Parliament or to deal with the matter in a hurry which was contained in those returns, the War Office as a matter of fact never looked at those returns, which had got lodged in pigeon-holes on the road to the proper officer, but immediately communicated by telegram or by letter with the district for the information which was in many cases actually contained in those returns which were placed on one side in the War Office?—That is absolutely true and within the last three days I have had a proof of that. I got a return from the Inspector-General of Fortifications Department which I had to fill in, and one of the questions was what is the present strength of the depot at Lichfield, and what number of men could you put up in Lichfield with the addition of the hut encampments. They have the whole thing here; he has only to go into the next room and he gets them. That letter actually came on Saturday morning.

7755. That return has actually reached the War Office, has never been read by anyone who is capable of reading it intelligently, but it is docketed and put away in a pigeon-hole and left there?—Yes, there are a lot of ridiculous things which have to be sent in. For instance, a classification of the different height of the men in a battalion. Of what interest is that?

7756. (*Colonel Miles.*) It is called for by Parliament?—But do they ever look into these things? Do they care how many men have three good-conduct badges and two good-conduct badges and one good-conduct badge?

(*Sir Charles Welby.*) I think you must have statistics as to the physique of the Army for general purposes.

7757. (*Chairman to the Witness.*) Has there been any diminution in the number of these returns since the Decentralisation Committee sat?—Yes.

7758. And you think there is still room for more?—Yes.

*Major-Gen.
L. V. Swaine,
C.B., C.M.G.,*
13 March 1901.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

18 March 1901.

7759. Would not a real practical way to deal with that be to have a Committee sitting at the War Office on which the districts which sent in the returns should be represented, and the War Office, which is supposed to use the returns, should be represented, say once a year or at stated intervals to go through all these returns and see whether or not some of them had become obsolete?—Yes, I think so.

7760. (Mr. Gibb.) The only way to test that is to dispense with them for a year and see what happens?—I will tell you a quicker way than that: reduce the clerks in this office by one-half and then see how many returns would be called for.

7761. Do you think the clerks call for the returns?—I am sure they do.

7762. Off their own bat, so to say?—I will not say off their own bat, but they go to their chiefs and say, "Do not you think we ought to have a return like this; Parliament is sure to want it sooner or later?"

(Colonel Miles.) It was recommended by the Decentralisation Committee that a small Committee should sit to check the tendency to re-introduce reports and returns.

(Chairman.) Has such a Committee been appointed?

(The Secretary.) No.

(Sir Charles Welby.) This subject was very fully gone into by the Decentralisation Committee three years ago, and if there was one question which they went into thoroughly it was this question as to returns. General Swaine tells us he can only look at the question from one point of view, because he does not know the purpose for which these returns are called.

(Witness.) Quite so; that is why I do not want to give any opinion about it, because I do not know to what use some of these returns are put.

7763. (Chairman.) But if that recommendation of the Decentralisation Committee were acted upon you think it would be better?—Undoubtedly, it would.

7764. To deal with Germany, I suppose under the conditions under which the British Army work, especially with reference to having to supply foreign stations, it is idle to think that we could approximate very closely to the decentralisation system in Germany, but perhaps we might approximate more closely than we do at present to it, especially with regard to the proposed constitution of six great Army Corps Divisions. Could you give us any indication as to how far and in what direction you think the German system of decentralisation could be introduced with reference to those six Army Corps Divisions?—That is very difficult to say off-hand. I think there is no reason why the audit should not be done, which is what we were talking about before.

7765. That is one suggestion?—Yes, that is one.

7766. How is the audit done in Germany?—The audit is done by the Corps Intendant.

7767. The Corps Intendant also makes the purchases and contracts, does he not?—Yes, the Corps Intendant is the representative of the War Office in an Army Corps, and he is more a servant of the War Minister than he is of the Corps Commander. The Corps Commander can overrule the Intendant, but then he must make a report to the Emperor on the subject.

7768. But keeping strictly to the question of an audit, the Intendant, I understand, is a sort of general business manager for the Corps Commander and makes purchases and contracts for him?—Yes.

7769. Does he also audit the expenditure connected with those things?—Yes, with the assistance of his Paymasters.

7770. Has he under him two sets of men—a set of men who make purchases and so on, and a set of men who audit; are they distinct from each other, or do the same men make the purchases and do the audit?—No.

7771. (Colonel Miles.) There is, I think, a Corps Auditor separate from the Intendant?—Yes, but under him or in his office, is he not?

7772. He is shown separately under the General Commander with a distinct headquarter clerk?—I cannot find, but the number of officers must be in this book somewhere.

(Chairman.) Perhaps Colonel Miles could tell us whether the auditor is apart from the Intendant.

(Colonel Miles.) I understood myself that the Corps Auditor was really apart from the Intendant; he is not the Chief Intendant, and he is not shown in the Intendant's Department generally. I will find that out for certain.

7772A. (Chairman to the Witness.) If that is the case we should approximate very closely to the German system, it seems to me, if we placed a local auditor at every Army Corps Headquarters, while at the same time we gave the General an officer corresponding more or less to the Intendant as general business manager. Would not that be so?—Yes.

7773. (Mr. Beckett.) I see that in this report they say the Intendant is responsible for the auditing of the accounts?—Yes, I am sure he is responsible. The corps makes its own audit, but annually the head of the Corps Intendantur sends his accounts to the Finance Section of the Army Administration Department of the War Office. This Department collects the accounts, and submits them to a final audit committee, which is a section of the Imperial Treasury.

7774. (Sir George Clarke.) The Intendant is really the local financial secretary?—The Intendant has under him the Finance Section, the Corps Clothing Office, the Supply Section, Administration of Barracks and Lands Offices and Building Works, so that he has the Finance Section of the Corps under him, and it is this Finance Section which, of course, would audit the accounts.

7775. (Chairman.) He would be like the Financial Secretary here, who has under him both the Director of Contracts and the Accountant-General's Department?—Quite.

7776. (Colonel Miles.) I should like to ask a question as to the general formation of the Staff and the differences between the main organisation of the German Army as compared with ours?—You will find at the head of an Army Corps there is first the Commanding General, then there is his Chief of the Staff; then you have a certain number of officers who are staff officers, that is to say, they have qualified at the Staff College. Then, in addition to that, you have what they call Adjutanten, Army Corps Adjutants or Divisional Adjutants. They may be men who have not done particularly well at the Staff College, who are not as brilliant as their comrades; they are either old regimental Adjutants or men of great regimental experience but no Staff experience. Let me make myself clear. On leaving the Staff College students are classified as, (1) Fit for General Staff (includes any staff appointments; (2) Fit for the higher Adjutantur (does not include the General Staff). The Adjutanten on the Staff of an Army Corps are generally men of Class 2, but may be men who have not been through the Staff College.

7777. There are the four divisions?—Yes.

7778. They are the military divisions of the Staff?—Yes.

7779. Then there are two administrative divisions?—The Army Corps Staff is broadly divided into (A) The General Staff, sub-divided into four sections, of which two are administrative, i.e., the Military Judicial Officials, and sub-sections b, c, d, of section IV. Corps Surgeons, Corps Chaplains, Corps Veterinary Surgeons. (B) The Intendantur, which is sub-divided into five sections.

7780. Then the General Staff is a small body of highly selected men who are engaged entirely on the war problems of training troops, schemes for manœuvring operations in peace and war, and all the larger questions of military administration?—Yes.

7781. That is the Staff which was worked and trained and selected by Von Moltke?—Yes.

7782. And the ordinary duties of the Staff, which occupy so much of our time, are performed by officers who are called the Adjutanten?—Yes; there is no such thing as a personal staff in Germany, except with princes. Princes are the only ones who have a personal staff.

7783. The Adjutants partly perform their duties, I suppose?—The Brigadier, for instance, has no aide-de-camp at all; he has an Adjutant, but that Adjutant is the Brigade Major, and in time of manœuvres he gets officers attached to him as gallopers.

7784. Of the duties which we call Adjutant-General's duties, is a large part performed by Adjutanten?—Yes.

7785. In comparing their Staff with ours it might be thought that our Staff appears large in comparison with the German Staff, because we call officers performing these and Intendants' duties Staff, and they do not?—No.

7786. For instance, they would not call a Brigade Major a Staff Officer?—No, he is Adjutant of the Brigade, which is the same thing, but, as a rule, has not been through the Staff College.

7787. An Army Service Corps Officer performing B. duties we call a Staff Officer, but they would call him as belonging to the Intendantur?—Yes.

7788. They have, I think, three General Staff Officers to an Army Corps?—Yes.

7789. They would have one to a Division?—Yes.

7790. They would have none to a Brigade of six battalions?—No; there is only one, the Brigade Adjutant.

7791. It is correct to say, is it not, that we have no distinct branch in our service analogous to the German General Staff?—No.

7792. Certainly not in a district?—No.

7793. Coming to Intendantur, they perform all the administrative duties?—Yes.

7794. Duties in regard to buildings?—Yes, but they have nothing to do with the building of fortifications; they build barracks or stores, but have nothing to do with fortifications. I forget when, but I think the Barrack Department in the German Engineer Office was taken away before the 1870 War. It did not exist when I went to Berlin in 1882.

7795. Supply?—Yes.

7796. Clothing?—Yes.

7797. And the clothing, I think, was centralised?—The clothing was very much centralised, but now every headquarters has a clothing manufactory—every Army headquarters.

7798. These Intendantur are officers—that is to say, they are officers of the Reserve or retired officers, or they have served in some way in the Army, have they not?—Yes, they have all served more or less.

7799. Are ever civilians given Military rank?—Never.

7800. They wear uniforms?—Yes.

7801. They would act on all the rules of Military etiquette and salute a General as other officers do?—Yes.

7802. They would perform their duties direct through the Chief Intendant, I suppose?—They do not see the General themselves, the Intendant does.

7803. He sees the General, and very likely the Chief of the General's Staff would be present?—Yes.

7804. The Chief of the Staff remains there while all these different officers are performing their business?—I believe that is the case generally, but I cannot say for certain.

7805. Carrying it on to the War Office; there again you have a Chief of the General Staff?—No, not at the War Office. At the War Office there is no Chief of the Staff at all.

7806. What do you call him then?—There is an official who is a sort of Under Secretary of State for War.

7807. What was, then, Von Moltke's position?—He was not at the War Office.

7808. I know he was not. I mean at the Central Office at Berlin?—He lived and worked at the General Staff Office.

7809. He was the Head of the General Staff?—Yes.

7810. Which was distinct from the War Office?—Absolutely.

7811. Do you not call that official the Chief of the Staff?—Yes.

7812. And the Chief of the Staff has nothing to do with discipline?—Nothing.

7813. He is entirely employed on the various sections of the General Staff?—Yes.

7814. One section, I think, is called the three sections, is it not, the A. sections?—There are different sections—the railway section, the geographical section, the typographical section, and the Intelligence Branch.

E 15090.

7815. There is nothing equivalent to the title of Adjutant in those sections, is there?—Yes; there are men of the Adjutanten class who work there. They are not called Adjutanten, they do not belong to the Adjutantur, but they are the same class of officers, and you will find them principally in the Railway Department, and in the Typographical Department.

7816. The War Minister is quite separate?—Yes.

7817. He, for instance, would not be charged at all with plans on mobilisation?—No; not at all.

7818. Then there is a third branch—the Militär-Kabinet?—That is quite separate. When I first went to Berlin, the Militär-Kabinet was under the War Minister, but they found that it did not work, because sometimes the Chief of the Militär-Kabinet was senior to the War Minister, and that produced friction. I forget what year it was, but I should think in about 1883 it was separated.

7819. This Militär-Kabinet deals with all the questions of selections of arms, I believe, except, perhaps, for the General Staff, which is done by the Chief of the General Staff?—Yes; I think so. The Military Cabinet has two sections, (1) which issues gazettes, receives reports of Army Inspectors, Corps Commanders, Technical Inspectors; (2) Personal section deals with appointments, commands, transfers, exchanges, retirements, decorations, and rewards, posting of all officers except staff officers.

7820. Everything is done by the Cabinet?—Yes.

7821. The question of your extension of time would have been done by the Emperor through the Cabinet?—Yes.

7822. Then in addition to these great divisions, they have inspections—inspections of artillery and so on?—Yes, they have got Cavalry Inspectors, Garrison Artillery Inspectors, Field Artillery Inspectors, Engineer Inspectors, Army Corps Inspectors, and Rifle Inspectors.

7823. Under such a system as this there is really no room for an official of such a high status as Adjutant-General as we understand it, is there? There is no position in the German Army with which you can compare our Adjutant-General?—There is no such thing in the War Office at all; in the War Office everything is administrative pure and simple.

7824. There are 90 or 100 officers, I suppose, on the General Staff?—Yes, more. There are about 250, of which 100 are attached officers.

7825. And those 90 or 100 officers are engaged on these higher administrative questions and higher problems of war, and the training of troops and so on?—Yes, I believe they have every year to remodel their mobilisation system; new railways are built, and the result is that one corps or one regiment may have a shorter way to get to the frontier; the consequence is that everything has to be remodelled every year, gone through and corrected every year.

7826. Then going back to the Intendantur in the army districts their accounts are in some form or other dealt with practically entirely in the districts, I believe?—The Corps Commander is allowed to spend as much as 1,500*l.* on a single building, if he requires it. If he wanted to spend more money he must apply for it, but he can spend 1,500*l.* on one single building.

7827. (*Mr. Beckett.*) How many times a year?—That is only given him once a year.

7828. (*Chairman.*) Can he spend it on one single building, or spend it on various building?—He can do as he likes.

7829. That is to say, he has 1,500*l.* put at his disposal to spend on buildings at his absolute discretion?—Yes, and that, of course, is for the upkeep of all the barracks, but he may spend the lot on one. If he does not want to do anything to other buildings he may spend the lot on one. He can do just as he likes.

7830. (*Colonel Miles.*) Generally speaking, with regard to their regulations, do not you think on the whole they are simpler than ours; there are fewer allowances, and it is more in the form of consolidated pay?—The German officers' pay is quite as complicated a matter as ours. It is made up of a variety of allowances. Of course the men, as it is an army of conscription, get a very small pittance. They are paid three times a month—every 10th day, and then they get whatever there is to come to them.

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7831. So that the accounts are all dealt with in the district and then sent up and finally revised, I suppose, at the War Ministry?—Yes. The paymaster is the man who looks after the food of the men of the regiment. The men are paid in the presence of an officer but not by an officer.

7832. (Sir George Clarke.) The German principle, as you have enunciated it, is shortly, is it not, to take all executive command out of a Central Office?—Yes.

7833. The executive command in Germany is decentralised in time of peace and vested in the Army Corps Commanders?—Yes.

7834. There is no one in Germany, is there, who performs all the functions which are performed by a Commander-in-Chief in this country?—No, except the Emperor.

7835. But the Emperor being also Commander-in-Chief of the Navy and other things could not perform the duties as they are done here?—No, the way it is done in Germany is this, that once a week the different Military heads come to him and report. It is generally on a Saturday that he sees the Chief of the Cabinet, the Chief of the Staff, and the War Minister, and they report anything that is worthy of report or that is necessary to report.

7836. Then the reports of the Inspecting Officers are seen by the Emperor?—Yes, they go to the Militär-Kabinet, and the Militär-Kabinet lays them before the Emperor.

7837. The Militär-Kabinet being his bureau?—Yes.

7838. And the Army Corps Commanders report direct to the Emperor, do they not?—They report direct to the Emperor through the Militär-Kabinet in the same way.

7839. If we talk about decentralisation here on the German plan, it is quite clear that decentralisation does not in the least mean throwing so many forms of return off from a district or giving little additional powers to Generals, it is a far bigger thing, going to the root of the whole thing?—Yes.

7840. Therefore, if these six districts are to be effective they must be treated very much on the German plan, must they not, and they must do their own administrative functions within themselves?—Yes.

7841. With their own bureaux practically, and be self-contained?—Yes.

7842. Taking away, therefore, much power from the War Office?—Yes.

7843. In fact, a great part of the present War Office would disappear if the German system were carried out?—Certainly.

7844. Sir Frederick Maurice told us yesterday that when he raised important questions of policy or questions affecting national defence he never could get an answer to them. Is that your experience in questions of that kind?—No. I have never had occasion to submit any. I do not recollect that there has been anything particular put forward by me.

7845. When a question of that kind is raised by the General Commanding an Army Corps in Germany, how would it be dealt with?—That would come under the Chief of the Staff. The Moltke of to-day would have a say in that.

7846. In our system is there anybody here, or any individual, who would be able to give sufficient attention to great strategical questions of that kind?—That, of course, should come under the Commander-in-Chief.

(Mr. Gibb.) I thought General Maurice's evidence went a little further than you are going. He told Sir George Clarke that it was not only large questions of Military policy that he found difficulty in getting decisions upon, but smaller questions, as regards the provision of a rifle range, and so on.

(Mr. Mather.) He spoke of one particular case of land.

(Mr. Gibb.) I understood him to say he had great difficulty in getting prompt decisions from the War Office on practically any question.

(Sir George Clarke.) That is so, but he particularly referred to questions of a Military nature affecting his command, as to which he said he had not been able to get any reply at all.

(Mr. Gibb.) I was not quite sure whether General Swaine was not confining his answer to large questions of policy.

(Witness.) Yes, I was. I do not know whether General Maurice has much to do with the defence of the Thames; he may have something to say there, but the only large question that, perhaps, I have raised as all is the defence of the Mersey.

7847. (Sir George Clarke.) When you raised a question as to the Mersey defences did you get any reply?—The reply was that the guns were coming, and they are coming still.

7848. (Chairman.) You found no difficulty in getting a reply?—No, I got a reply.

7849. (Mr. Beckett.) How long ago was it that it was said the guns were coming?—I asked the question when I first went there, 4½ years ago; there were some guns still coming, one quick-firer has come for each fort and there we are at present.

7850. (Mr. Gibb.) Do you find generally that you have difficulty in getting decisions from the War Office within reasonable time on questions that you have to refer to them?—No, the only thing perhaps is as to rifle ranges. With rifle ranges it always means buying land; it means getting landowners and tenants to let a range be built, and come to terms.

7851. (Mr. Mather.) Would you contrast the position of a Commander of an Army Corps in Germany with the position, for instance, of yourself in England as the Commander of a District in rank and training?—No, not in rank.

7852. Are they higher rank?—Yes, they are all full Generals.

7853. Would you take their training as a whole as being more thorough and complete than that of a General Commanding a Division in England?—Yes, and I will tell you why—because the training is continuous. There are no inspections as we have them. The Inspectors of certain Army Corps go round now and again, but it is not an inspection as we have it; it is more like an inspection of a Brigade at Aldershot on a small scale. The Inspector of an Army Corps to begin with is the Army Corps Commander. He inspects the Divisions, he inspects the Brigades, and he sees regiments out manœuvring; he is always riding about. The inspection of a regiment is a sort of continuous thing and never ceases; even when recruits are being drilled the Generals look on.

7854. Therefore this constant exercise he has over all the ramifications of his command in course of time endue him, I suppose, with a certain intelligence beyond that which you think general officers in England require to possess for their commands?—I did not quite understand that to be your question.

7855. My point is whether a Commander of an Army Corps in Germany is a superior soldier or a superior administrator, first of all by reason of his training and education, and secondly by the amount of work he has to do and the inspection he has to exercise over the whole of his command from year to year?—If I were to give an adverse opinion on that point I might find myself in the black hole of Calcutta as soon as this report comes out.

7856. From what you know of your colleagues, General Officers Commanding in England; supposing they were to undertake such responsibilities as those exercised by Commanders of Army Corps in Germany, do you think them quite capable of undertaking the same responsibilities?—I think so; I do not see why they should not be.

7857. Their training and their experience would fit them for the same responsibilities as those exercised by the German Commanding Officers, you think?—If you are going to begin a new system to-morrow it will take some time before the individuals who have the management of that system get into the trend of it; but when that system has gone on for some time as the German system has gone on for nearly 100 years now, I do not see why there should be any question or any doubt at all about the British General being able to carry out the duties every bit as well as his colleague abroad.

7858. Quâ soldier and cultivated man all round, no doubt we have in our country just as capable men as they have in Germany; but assuming that a General Commanding here were to have, say next year, entrusted to him, on the same principle as the German

Commanders of Army Corps have, the whole of the responsibility connected with his command, could our Generals undertake that responsibility under the conditions at present existing? Could they undertake the whole administration of their commands at the present time?—I think they could. I do not see why they should not.

7859. Of course you know their powers are extremely limited at the present time?—I think the greater the responsibility the more interest the individual would take and the quicker he would master the details which were suddenly thrust upon him.

7860. The German system involves the control of the General Officer Commanding over every small article of supply necessary for his Army Corps, I take it from what you say. I understand the amount of money once placed at his disposal through the Corps Intendant, he has to bestow that money as he thinks best, without question or control from the War Office, for the benefit of his whole command?—Quite so, but he does not get any money for other purposes than building purposes.

7861. But there is clothing bought and utensils bought, are there not?—Yes, but that is done again in the regiments. The regiments draw the clothing in material and it is made up in the regiment. Every Captain has his own Quartermaster's stores and you will find that although every year a new tunic is made for each man (which is more or less cut in the same shape and size) he wears the tunic of two years before that as his best, and the first and second tunics, that is to say, the newest tunic and the newest but one are kept for war purposes.

7862. Then there is no such system prevailing there as we have in our districts here, where a soldier receives a certain amount of compensation for not having used a tunic when he was entitled to use it?—I do not think there is.

7863. They merely give out the tunics there as they are worn out?—As they are worn out. Of course if a soldier goes and messes himself about, he has to pay for a tunic, but I fancy that those sort of crimes, if you like to call them so, happen very seldom in Germany. You see, every soldier has his character at stake in Germany so much more than he has in England. In the first place, no man is allowed to have the honour of wearing the Emperor's uniform if he has ever got himself into serious trouble and into gaol, and if a soldier commits an offence of a serious nature, like desertion and so on, that man's name is placarded up on the church door of his village or town where he belongs to. Therefore a man has his character at stake, so that when he comes back from soldiering he wants to go back into Civil life with the character of having been a good soldier and a true one.

7864. Would you ascribe the general intelligence that that condition of things would indicate, to the superior education all round of the German soldier?—Unquestionably the German soldier is a better educated man than the English soldier.

7865. And therefore more easily controlled under certain circumstances than an English soldier?—Well, he controls himself. You see there is not the same amount of drunkenness in Germany as here. They drink a lot, but the stuff is so weak that they would have to drink a barrellful of stuff before getting drunk.

7866. Apart from the quality and strength of the drink, has not the German soldier greater power of control as regards self-indulgence?—I think he has from this point of view, that he has got really something to lose—he has got a stake in the country which our soldier has not.

7867. Speaking of Corps Commanders again. I presume, notwithstanding that in regiments Captains have to take charge of certain duties, in questions arising requiring an authoritative decision, that decision must be given by the Corps Commander on any subject that is referred to the War Office, I understand?—No, not unless it is something new.

7868. Any question arising out of the administration of his Army Corps is settled locally?—Yes.

7869. And no question of that sort is ever referred to the War Office?—No.

7870. The Army Corps Commander, therefore, in himself is a complete despot or a complete administrator, and he is bound to take upon himself the

responsibility of every question requiring settlement?—Yes.

7871. And in case of anything going wrong, which the War Minister might eventually discover and have reason to make any comments upon, the Army Corps Commander would have to be responsible?—Yes; the whole of the discipline also is under him, and if it is necessary to bring an officer before a general court-martial he can do all that, but he cannot confirm the sentence. The Emperor alone confirms the sentence on an officer.

7872. In relation to travelling from time to time, I suppose officers have to move about from one district to another on business, and the expenses for such movements would be allowed by the Corps Intendant?—Yes.

7873. And no return of that would ever be given to the War Office?—It would have to be in the accounts, I suppose.

7874. But the General Officer's position as to what should be allowed for such and such a journey would never be questioned?—No. You see the German officers are continually moving about, because they are transferred from one regiment to another.

7875. Therefore these various Corps Commanders control what the expenses shall be?—Yes.

7876. And after that there is no question arising in any way?—No.

7877. It simply appears in the accounts as travelling expenses, and there is an end to it?—Yes, there is an end to it.

7878. Then the financial control, such as we have in this country, is exercised entirely by the Corps Intendant?—Yes.

7879. Are they from time to time controlled in any way? Are they inspected, or do they make reports, and are they called upon to give an account of the way in which they perform their services of scrutiny and check?—Whether they are actually inspected or not I do not know, but the very fact of their accounts going on to the War Office proves the scrutiny; or if they find a man is dilatory they would naturally say, "This Intendant is not worth keeping," and he is simply discharged.

7880. (Chairman.) Then the Intendant in turn has to send his accounts up to the War Office?—Yes.

(The Secretary.) They have also an Audit Department there too?

(Witness.) Yes, but the fact is as soon as these returns go away from the Army Corps they very seldom hear anything more about them.

7881. (Mr. Mather.) From your experience in regard to military matters, do you think they carry on the same strict and careful investigation as in an ordinary business concern?—Yes.

7882. They do it scientifically, and cannot help doing it from the very nature of the training of their minds?—Quite so.

7883. Therefore would you conclude from your own observation, and also from what you know of the system of control, that in all respects where money is involved, it would be perfectly satisfactory to accept their system as the most perfect that could be devised to keep a check and control over the Army which they have to serve?—Yes.

7884. And that the money is spent to the best advantage?—Yes.

7885. And no other control could be devised which would be better than that which they have at work—outlay, under the direction, so to speak, of the Army Corps Commander?—Quite so.

7886. (Mr. Gibb.) Going back to the first part of your evidence, you described the Adjutant-General as a great centraliser?—Yes.

7887. And you said something about having inspectors of different arms?—Yes.

7888. I want to know whether you were suggesting a new principle of the classification of the duties that now fall to the Adjutant-General?—As to everything that the Adjutant-General does now, I see no reason why these duties should not be divided or delegated to the inspectors, or to the heads, of the branches of the Army as suggested in my memorandum. Let the Infantry man run the whole show—discipline, and everything else in connexion with Infantry.

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

13 March 1901.

Major-Gen. L. V. Souaine, C.D., C.M.G. 7889. (*Chairman.*) Involving the abolition of the Adjutant-General?—Yes, involving the abolition of the Adjutant-General.

13 March 1901.

7890. (*Mr. Gibb.*) But also involving the separation of the discipline, training, &c. of the Cavalry from the discipline, training, &c. of the Infantry?—Quite so, I do not see any danger or any harm in every Branch running its own discipline. But as you have mentioned cavalry I would not have an Inspector-General of Remounts separate from the Inspector-General of Cavalry. The former's duty should be purely administrative.

7891. I was not going so much into the detail as trying to get it clear that you practically would take away all the duties which are now performed by the Adjutant-General, and would introduce a new principle of classification?—Quite so.

7892. You say that all these duties as regards Infantry could be performed by one officer, and all the duties as regards Cavalry could be performed by another officer, and so on?—Yes; but, of course, with a small staff and clerks.

7893. Would that apply to such things as the settlement of patterns of clothing?—Why should not the Infantry man settle that for his body? I do not see any reason why he should not.

7894. Then you would carry your principle right through?—Yes.

7895. So that all duties which are charged on the Adjutant-General might without regard to uniformity be split up?—Yes. Now, as to matters of clothing, we have a Clothing Department, and I do not see why that Clothing Department should not be a separate department altogether.

7896. (*Sir Charles Welby.*) There is no essential connexion between the Adjutant-General and clothing?—Quite so, the clothing is really more Quartermaster-General's work than Adjutant-General's work.

7897. You would retain an Inspector-General of Recruiting, I suppose, as now?—Yes, but I would make the Inspector-General of Remounts a senior staff officer for that branch under the Inspector-General of Cavalry.

7898. (*Mr. Gibb.*) You mean you would divide the whole work into two arms?—No, I should have Infantry, I should have Cavalry, foot Artillery and the mounted branch of the Artillery, with an Inspector-General for each; and then with reference to the Inspector-General of Fortifications he would want assistants under him, but I should take the Barrack branch away from him and put it under the Quartermaster-General absolutely. The Quartermaster-General says we are going to have huts at Lichfield, and he writes down to me and says, "Choose a site." I choose a site and send him up a map showing how and where we are going to build the huts. He then goes to the Barrack Department or the Building Department, or whatever you like to call it, and says, "Now, you carry out this."

7899. (*Mr. Gibb.*) Describing what ought to be rather than what is?—Yes. I think the Engineers have quite enough to do without messing about barracks. The Engineer Department is a very hard-worked Department, and I do not think there are a sufficient number of officers in it to-day in order to carry out the work efficiently.

7900. (*Mr. Gibb.*) You would not remove, would you, from the Inspector-General of Fortifications the Architect's duty of preparing plans of buildings and supervising building?—Yes. We used to have a Barrack Master's Department which was under the Quartermaster-General, and I should have that again and make them build.

(*Sir George Clarke.*) That was not a constructive corps.

7901. (*Mr. Gibb.*) Are there ever any meetings of General Officers Commanding all over the kingdom?—No.

7902. Would not it be a good thing to have periodical meetings between them?—That would lead rather to uniformity, and you are rather trying to break out of the uniformity system so as to let every man run his own show in the best way he can, and let the authorities be able to judge by the results.

7903. Mutual conference by people who are dealing with the same problems is an advantage, is it not?—

I do not know that it would be of any particular advantage, because, after all, whenever we are in a difficulty or anything of the sort, and we want to hear what they are doing in another District, I always write and ask how do you act in your District in such and such a case.

7904. But personal discussion is so much better than correspondence, is it not?—Yes, but it may so often happen that there is nothing to tell or nothing to ask. It might do good.

7905. (*Mr. Beckett.*) I see that in the German system there are five inspectors, and you recommend the same thing here. I gather from your answers you do not quite understand what the exact functions of these inspectors are; have they executive functions?—Which inspectors do you mean—Army Corps Commanders?

7906. No, the inspectors generally?—I think in order to see how regiments are trained they should go and have a look at their recruits, and so on.

7907. In what relation would they stand with the Army Corps Commander. They announce their intention of visiting each district, I suppose?—No doubt.

7908. And they would have to do what they wish, I take it?—I suppose that would be it. I do not know whether the Army Corps Commander would inform the troops or whether the inspector would.

7909. Then according to the German system they report direct to the Emperor?—Direct to the Emperor.

7910. And, of course, here reports would be made to the Commander-in-Chief?—And the Secretary of State, I suppose?

7911. I suppose these inspectors are of very high rank in Germany?—Yes, from Lieutenant-Generals upwards. It has been known for a Major-General to be an Inspector-General, but he must be a very senior one.

7912. And you think that does more to promote the general efficiency of the Army than our present system, do you? Do you think if these Inspectors-General were created instead of the Adjutant-General the result would be a great improvement in the efficiency of the Army?—Yes, because I think it would do away with the overlapping.

7913. And it would keep the Army Corps Commanders up to the mark, too, I take it?—Yes, I think it would.

7914. I see in Germany the Army Corps Commander is absolutely independent in his own command?—Yes.

7915. And if he objects to an Army Order issued he has a right to appeal to the Emperor?—Yes.

7916. Could any system analogous to that be established in England?—I think it could.

7917. Under the new system now proposed, would the Army Corps Commander have the same independence, do you think, as he has in Germany?—I do not know whether that is the intention; I have not the least idea.

7918. I gather your idea is the more independence he has the better?—Undoubtedly.

7919. And the less he is liable to interference from the War Office the better?—Undoubtedly.

7920. Then as regards the expense, I see that there is a Committee formed in each Army Corps to draw up a budget of expenditure for the year?—Yes.

7921. And that is sent into the Corps Intendant?—Yes.

7922. Who passes it on?—Yes.

7923. Do you think that would be a system which it would be advisable for us to follow in England. Do you think each Army Corps should draw up a small budget of the probable expense during the year, and submit it to the local auditor or to the Army Corps Commander and have it sent in to the War Office?—If you could get it done, I am sure it would be a good thing, but all these points are new, and there is a great deal of difficulty to persuade people to agree to let Army Corps Commanders have a free hand.

7924. But in that way they would not have exactly a free hand; at all events, they would make it clear to the War Office what their requirements were, which, I think, would be a very good thing?—I think very good.

7925. I see that in Germany each Army Corps provides its own clothing and has its own stores?—Yes.

7926. I was very much struck by the figures Mr. Brodrick quoted in his speech, in which he showed that the expenditure on clothing was very much less, or that the same things cost very much less in Germany than in England?—That is so.

7927. Is not that rather an answer to the contention that if the clothing were ordered locally it would be very much more expensive here than if it were got from a general store?—Yes, I do not think that would answer. When we established our Army and Navy Stores here the first department established was the grocery department. When the Germans started their Co-operative Store in Berlin the first department they introduced was the tailoring department. These are things you cannot compare.

7928. Then I gather as regards the clothing stores you would leave things as they are?—Yes, I would.

7929. How do the Germans manage to keep down their regimental expenses, because there is a great contrast between their system and ours in that respect?—In the first place, they do not care so much about their stomachs. We like eating well; and things are cheaper there.

7930. There are no absolute regulations, are there, as to the amount of money which may be spent in a regiment on a mess?—No. The officers as a body are not so well off as ours and their wants are less. Small means necessitate small expenses.

7931. That is left to discretion?—Yes.

7932. I find this passage in a letter written in 1898 by Major-General Gossett on page 152 of the Report of the Committee on Decentralisation: "When once a post or an appointment is sanctioned, the choice, nomination or change by the occupant should be left to the General Officer Commanding the District. At present names of men proposed for posts remunerated at 6d. per diem have to be submitted to the War Office." Is that the system now, or has that been done away with?—No, I have greater powers than I had.

(Colonel Miles.) You have greater powers, but I think they are subject to review at the War Office. Sir Redvers Buller in his evidence, I think, spoke on that point.

7933. (Mr. Beckett.) Yes, he did; but do not you think those powers may be extended to advantage?—Certainly, it seems ridiculous that anyone for 6d. a day, or whatever it may be, should have to write up here.

7934. (Sir Charles Welby.) With regard to this proposal of yours as to the Adjutant-General's Department, one objection which naturally occurred to me with regard to it was that the splitting of responsibility for discipline amongst a number of inspectors attached to different branches of the Army might lead to considerable variation in discipline, that is to say, what might be considered a very serious offence in the Infantry, might be looked upon as a trifling misdemeanour in the Cavalry, that struck me as being a disadvantage, but I gather from you you would think it a sign of healthy life?—I do not think you would suffer from that, because if you would suffer from it then you are suffering from it to-day, because discipline in one unit may be different to discipline in another.

7935. But it is kept more or less on broad lines laid down by the Adjutant-General's Department, is it not?—The King's Regulations remain, and the Commander-in-Chief can change them as he thinks fit.

7936. (Sir George Clarke.) And they are promulgated to everybody?—Yes.

7937. (Sir Charles Welby.) Another consideration which occurs to me is this: I understand from you you propose that these inspectors shall combine the functions of inspectors of the various arms with the functions of training and discipline which are now performed by the Adjutant-General?—I do not want any misinterpretation of the word "inspector," because I do not care what they are called; you may call them by any other name, but I merely mention inspectors because we have an Inspector-General of Cavalry to-day; that is the only reason why I gave them that title.

7938. Then you do not set any particular store on the particular function of inspection?—None at all,

but I think they should have the power of going about the country.

7939. The essence of the proposal is really, is it not, to break up the Adjutant-General's Department into small bureaux, each attached to a certain Branch of the Service?—Yes.

7940. I understood you to say that, in your opinion, such a system would conduce to decentralisation; did you mean decentralisation in the War Office or decentralisation of work now done here out to Districts?—Principally in the War Office.

7941. A break up of this gigantic office here?—Yes.

7942. I want to ask you a little further about the German system, which I have not altogether grasped yet?—You will pardon me for interrupting you, you must remember I have been away from Germany five years, and it may be that many things have happened since I have left.

7943. They are very broad questions I am going to put to you. I take it that an Army Corps does make its own estimates in Germany—the Army Corps Commander submits an estimate for the expenditure in connection with the maintenance of his corps for the year?—That is so.

7944. And those estimates are sent up, I suppose, to the War Office in Berlin?—Yes.

7945. Are those estimates presented to the German Parliament by Army Corps—that is to say, is there a vote for the First Army Corps and a vote for the Second Army Corps?—No, the whole thing is presented to Parliament by the War Minister.

7946. In what form is it presented to Parliament? Our estimates are presented, not by arms of the Service or Districts, but by subjects—that is to say, there is a works vote, a stores vote, a vote for pay, and so on. What is the system in Germany?—I think the system is something similar to our system, but you can easily get at that from the Intelligence Department.

7947. Then the Army Corps budget is broken up at the War Office into subjects there?—Yes.

7948. Passing from that, how does the Army Corps Commander obtain what he requires for the up-keep of his corps; take, for instance, stores. What is the process in obtaining the stores he wants. Does he buy them for himself?—The Intendant does all that.

7949. Let us take the case of rifles and ammunition. How does he obtain them?—They would have their mobilisation stores; every unit has its mobilisation stores.

7950. But that store requires to be replenished, what is the process?—They get an annual grant of so much, so many saddles, so many stirrup leathers, and so many of whatever is required.

7951. It does not get a grant of money but of articles?—Yes, they are furnished.

7952. Therefore the estimates for the year that he submits to Parliament do not include such things as those which are supplied to him in kind?—No.

7953. Therefore the estimate he submits does not in any true sense represent the true cost of running that Army Corps for the year?—No; the War Minister steps in and makes the addition for stores.

7954. Therefore his estimate only includes those things for which he and his Staff actually pays in cash, is that so?—I take that to be so.

7955. For small buildings and local supplies and matters of that kind?—Yes.

7956. The only other point I want to ask about is, with regard to the suggestion of putting the barracks under the Quartermaster-General. You do not suggest, do you, that the Quartermaster-General should have handed over to him a large part of the staff which is now under the Inspector-General of Fortifications, the whole of that part of the staff which deals with barracks, do you?—It is really a question which sounds rather as if one wanted to upset the whole ship, but that is not at all what I want to do. I was corrected by Sir George Clarke about the number of officers in the Engineer Department; I thought they were overworked, but as there seems to be in time of peace, at any rate, an ample number of officers, the Engineers might retain the building branch—I should not like to call it the barrack branch, although the engineers themselves do not build the barracks; it is done by

Major-Gen.
L. V. Swaine,
C.B., C.M.G.

18 March 1901.

Major Gen.
L. V. Swaine,
C.B., C.M.G.

13 March 1901.

contract. I see no reason against if it was thought advisable transferring the whole bag and baggage to the Quartermaster-General's Department in a separate branch called the Barrack Building Branch.

7957. Would it not be a more advantageous system that the Quartermaster-General, having approved the sites and plans which are suggested locally, should then leave it entirely to the officer commanding a local Army Corps to carry out the work?—Certainly.

7958. And so get rid altogether, not only from the Inspector-General of Fortifications but, from the Quartermaster-General of a great deal of the work in connexion with barrack building?—Yes; that I should prefer, but you must have somebody who should draw the designs. There must be somebody who does that; but whether that is done in the Engineer Department or whether it is done in the Quartermaster-General's Department is open to question.

7959. Then you will allow that there ought to be some uniformity about it, I take it?—Is that your point? I think you want some technical man to draw you a picture of a hut, and to settle upon dimensions, because it would not do for me to build huts with seven windows to hold so many men, and my neighbour to build a hut with only five windows.

7960. I do not see myself that it very much matters?—But a hut with seven windows is bound to be colder than a hut with five, the length of the two being the same.

7961. Then you think the discretion as to the temperature which should be aimed at in the building of huts is not a question which can be left to Army Corps Commanders, but must be left to Headquarters?—I think as to buildings, you must have a uniform plan, because otherwise you would have huts built of totally different types in different districts caused by the fads of individuals.

7962. I am afraid that the drawback to all decentralisation is that one man may differ from his neighbour?—Yes, but that is advantageous as you gauge the usefulness of individuals.

7963. (Chairman.) If these new Army Corps Districts become as self-contained and as self-sufficing as possible how could they deal with questions of drafts for foreign service?—That would be for the department in the War Office; the Infantry would settle the drafts for the Infantry.

7964. It would have to be settled at the War Office, would it?—It would have to be settled here because that is to a certain extent administration.

7965. Then the War Office here would call upon an Army Corps to furnish so many Infantry for a draft to India at such and such a time?—Yes.

7966. Which is very much what is done now?—Yes.

7967. You could not say to your Army Corps District you must annually supply at certain times so many men?—No, that would not do with us because we have not got always the regiment of the locality in our districts.

7968. Precisely; that would only do if you could tie your Army Corps to a district—say out in India?—Quite so.

Adjourned for a short time.

7969. Which would be an impossibility probably?—Yes, because the troops shift; you see they go from a good station to an indifferent one and *vice versa*.

7970. It would be impossible?—It would be quite impossible. There would be no difficulty about the drafts because, of course, the Cavalry Department or the Infantry Department in this house would write out and say, "You must send a draft of 200 men of the Lancashire Fusiliers by such and such a time out to India."

7971. (Colonel Miles.) But the drafts for the Infantry could be arranged in districts if thought desirable, could they not? They could write to the affiliated battalions and find out the number of the draft required without reference to this place?—Of course you could.

7972. Or being tied to a district in India?—That, of course, you could do.

7973. (Sir George Clarke.) All that would be necessary would be for each district to have the charge of supplying their own units?—Drafts of their own units, Warwick or Manchester, or whatever it is.

7974. (Mr. Mather.) Do you mean if we were to adopt in England the German system, pure and simple, and concentrate in the districts the command in the hands of Army Corps Commanders, there would be no difficulty in our supplying our outlying portions of the Empire with the necessary troops that from time to time may be required as we have to do now, and receiving those troops again in England and apportioning them to their territorial divisions as the Germans do?—I see no practical difficulty about it.

7975. I am glad to have that admission, because I thought there was a great difficulty in our adapting it to the requirements of the British Empire?—I see no difficulty.

7976. You are painfully aware, of course, of the regulations called King's Regulations in the British Army?—Yes.

7977. The enormous variety of them and the versatility of invention in their compilation from time to time. Is there anything analogous in the German Army to the small and minute regulations invented or provided for the guidance of a soldier or an officer such as we have in the British Army?—Their regulations are very similar in that way to ours. But whereas they have only one set of Regulations we have four: Regulations for the Regulars, for the Militia, for the Yeomanry, and for the Volunteers.

7978. In volume and extent?—Yes, nearly so.

7979. Finally, in relation to the matter of regulations, you think, do you, we have nothing to learn from the Germans, and they cannot improve our system?—No, not in regulations, because I think they are very involved.

7980. (Colonel Miles.) Surely their regulations about allowances are not so involved as ours?—Yes, much the same, but I was thinking more of the King's Regulations and those sort of works.

General the Right Hon. Sir REDVERS HENRY BULLER, G.C.B., G.C.M.G., V.C., examined.

Gen. Right
Hon. Sir
R. H. Buller,
G.C.B.,
G.C.M.G.,
V.C.

7981. (Chairman.) You are now commanding at Aldershot?—Yes.

7982. Previously, I think, at one time or another, you occupied the positions of Quartermaster-General and Adjutant-General at the War Office, roughly speaking, for about 10 years altogether?—Yes, I did.

7983. So that we can hardly come to any greater authority than yourself as regards the relations between the War Office and the Districts. Is it your opinion that, as a consequence of the new proposals for constituting six large army corps districts, larger powers might be given to the generals in command of such army corps?—I do not think as a consequence. I have always objected to the relations between Generals commanding districts at home and the War Office, and I do not see that the constitution of army corps makes the slightest difference.

7984. The larger the charge under the generals as it would be then, the more those difficulties would be

accentuated, would they not, and the discrepancies, if there are any?—Possibly, but the effect of the larger charge will really be to create fewer charges, and that may be a reason, of course, for giving more power to generals; but, speaking broadly, I do not think the relations between generals commanding at home and the War Office have, during the 25 years I have known them, been satisfactory.

7985. Would you give the Committee, who are seeking for enlightenment and information, your opinion on any particular points in which those relations are susceptible of improvement, and ought to be improved?—I think I might sum up my opinion by saying that the War Office have never tried to make the distinction which, in my opinion, should be made between the military policy of the country and the military government of the Army. From my point of view, the two duties are really, and should be, perfectly distinct; and as a rule—in fact, as a matter of history—

they have been confused. And then I think that the great blot in the military administration of the Army has been that there has never been any attempt to place any financial responsibility upon the Commander-in-Chief, and through him, by means of the generals, upon the officers who administer in the districts.

7986. When you say financial responsibility upon the officer who administers in the district, what would that consist in—power to interpret regulations, or to make contracts?—I should like it to be power over a certain sum of money; power to administer his district, so to speak—administer it in the sense of being responsible for the money that is spent in it. At present, no General Officer of a District at home has financial responsibility.

7987. Then would you like the General of a District to be given a certain sum of money, which he would be able to spend entirely at his own discretion?—Well, not entirely at his own discretion. I consider that the General of the District should be responsible for the money that is spent within the district—that he should be the accountant to the War Office for that money, and that the accounts should be, in the first place, subject to his supervision before they go to the War Office; and that, in fact, the accuracy of those accounts should be enforced, not as now, as a matter of disallowance, but as a matter of discipline.

7988. That is to say, if he or anyone under him had spent money erroneously, instead of that money being recovered, he should be reprimanded?—I would not say instead of that money being recovered, because it might be possibly the duty of the War Office to recover it from him or somebody else; but over and beyond the fact of the man who had received the money being made to repay it (and it might be not advisable to make him repay it), the General or the officer who is proved to have been responsible for that money being wrongly spent, should be made responsible from a discipline point of view; and it should be held that he was responsible. That is what you would do in civil life. If you found that one of your men kept on spending funds you did not allow him to spend, and that he was not by his position authorised to spend, you would get rid of him; and I think that is the way we ought to work the finance of the Army.

7989. But all the finance of the Army is controlled by regulations?—It is over-controlled by regulations, because there has been an attempt, which has never succeeded, to control it from the War Office. The War Office write these regulations and are continually altering them; on every new phase that arises in the life of the Army they change a regulation to attempt to meet it, in order that the whole of the intelligent people under them shall be kept in very strict leading strings; to my mind that is impossible, the attempt, I think, has always more or less failed. It works in a manner, but with immense friction. I have never gone into what the saving effected by the War Office is, what the amount of disallowances is, but to speak quite roughly I should doubt its being 1*l.* per 1,000. Taking our War Office Estimates at about seventeen millions, I should doubt if the War Office, by what they call audit—but what I should rather call computation—has ever saved 15,000*l.* a year; that would be something under 1*l.* per 1,000. I have never seen any statistics of that kind; it is a guess of mine; it may be much greater, but I doubt its being so.

7990. Then in order to give this larger financial responsibility to the General you would have in the first place to very much reduce the regulations?—I should make them more elastic, but when you do that of course you would have to keep the General up to the mark by a live audit. You would have to send an auditor into the district who would audit the General's expenditure very much as is done now with the school boards and local boards in England.

7991. Then that would only be to see that there were proper vouchers for the things that he sanctioned?—But it must be an intelligent audit to see if there was any extraordinary expenditure, anything outside the letter of the regulations or outside the rates laid down, anything outside those he would have to be responsible for, and he would have to give on the papers his reason for allowing those extraordinary payments.

7992. But his reason would be final?—Yes and no. It would be subject to the audit and to disallowance, and as I said he would be held disciplinarily responsible that his reason was sufficient.

7993. Then would you allow the inspecting local auditor if he went down to Aldershot and found that you had granted extra duty pay to judge of whether the reasons that induced you to grant the extra duty pay were sufficient or not?—He would do exactly what the district auditor does now in the school board accounts, enquire into the General's reasons for allowing the expenditure, and, if necessary, simply disallow it. The School Board for London have been spending money that the auditor has considered they had no power to spend, he disallows the money and they have to go to the House of Lords, I understand, for an interpretation of their powers. The General would have to go to the War Office, and he would there be judged; he would have to show his cause and the War Office would be the judge whether his action was justifiable or not.

7994. Then the auditor would query it and the War Office would decide whether the reasons were sufficient?—Yes.

7995. (*Mr. Gibb.*) That implies not only the reasonableness of the expenditure, but some written document by which the expenditure can be checked?—Those are all in the district. My complaint against the War Office audit is that it is a dead audit; it is not an audit at all, it is a computation.

7996. But the school board auditor can say: "There is the Act of Parliament, this expenditure is not authorised by the Act"; and the whole question for the deciding authority is not whether the reasons for the expenditure were good, but whether or not the Act of Parliament authorised it?—That is so in the simile I used, which so far is not on all fours with the case, but the same thing exists with our regulations. The auditor would say: "There is a thing that I do not consider is empowered by the regulations." The same thing happened in the War Office. I am old enough in the War Office to remember when the Comptroller and Auditor-General claimed as of right to see the War Office papers, and the whole financial branch objected that he had no right; but they were defeated by Parliament, and the Comptroller and Auditor-General now in his comments upon the War Office accounts quotes frequently the minutes and War Office papers which give the reasons for which certain expenditure that he takes exception to was incurred.

7997. Then under your proposal the query would arise upon any expenditure authorised by the General outside the strict letter of the regulations?—Yes.

7998. Do you see any advantage in the suggestion that the General should have at his disposal a certain sum which he should spend entirely at his discretion, and as to the expenditure of which his signature should be sufficient, that the auditor should not be able to raise any query on it, excepting on the point that the vouchers might not be forthcoming for the payment?—He has got it already to a certain extent; he has got in Part III. of his Engineer Services, which would be most likely the subject in which an immediate expenditure was required, certain powers to apply the lump sum that he gets under it to various services.

7999. But that is only as regards works?—Well, but what else is he going to spend much money on?

8000. Say the Commander-in-Chief in India?—But I am talking of districts at home.

8001. The Commander of any one of the Indian Army Corps in command of a district has a certain sum of money at his disposal which he can spend at his absolute discretion as long as it is for military purposes?—I believe he has, and we do the same at home with our Generals with regard to manœuvres; we give the General so much money and he spends it as he likes. That is a system that I invented myself and started myself and it has worked, though I am the author of it I think I can say, extremely well. But that is not a sum of money that is for any purpose, that is a sum of money for a specific purpose. I cannot at this moment think of any particular thing for which I specially want loose money, if I may call it so, at Aldershot. If there were a sudden demand on, say, a sanitary item, I should apply the money I have for works for the time being for doing it on my own responsibility and put the place in a sanitary condition, and either trust to a saving at the end of the year or report that I had had to spend the money.

8002. Did you not have a little difficulty a short time ago about an Officer attached to the Yeomanry, in which case you sanctioned an allowance for him which might or might not be authorised by the regulations?

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V.C.*

18 March 1901.

*Gen. Right
Hon. Sir
R. H. Buller,
G.C.B.,
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V.C.*

13 March 1901.

—It was a question of the interpretation of the regulations, and that would be a question for the auditor. Whether I was right or whether I was wrong I was acting as I believed then within my powers, within the regulations.

8003. That is to say, you believed in your interpretation of the regulations?—Yes, and that would be a question for the auditor. Then I say there discipline would come in. If I give a reasonable excuse for misunderstanding the regulation I think that should end it. There would be a ruling upon my action, and it would be communicated to everybody, and nobody else would be able to make the same mistake.

8004. But you do not see any objects for which a sum of money placed at your discretion could be usefully used?—No, speaking suddenly, none occurs to me at this moment. I do not think you ought to give a large sum of money to any General to be spent off his own bat, so to speak, because he goes by his estimate; he asks for all he wants and theoretically he is allowed as much as the country wishes him to spend in the year; and if you give him over and above that a loose sum, except for training purposes (which is a specific purpose), I do not quite see what he is to spend it on.

8005. When you talk of an audit being a dead audit, do you think the audit would become more real if it was carried on locally?—Yes, I think so; I should like it to be local. I should like to be cross-examined into my expenditure on the spot. They would say, "You have spent this and you have no right to spend it," and I should like to be able to give my reason why I spent it. What happens now is that it comes up here and they disallow a sum of money that has been spent and I may or may not justify my expenditure. Possibly the man who has received the money may have gone in the meanwhile to South Africa and if I really do not care much I pass it out there and ask him to repay. Then he protests, and very likely there is a fair means of manufacturing a correspondence that may last one or two years. It seems to me that it is not quick enough; it is not the way to do it; it ought to be a discipline matter, in my opinion.

8006. But if, instead of this disallowance coming from the War Office after the money is spent, you had a local auditor with powers delegated to him from the War Office of settling matters within those powers, and whose certificate should be accepted by the War Office as final, you could say to him, "My reasons for such and such an expenditure were so and so," and if he accepted them as sufficient and gave a certificate the matter would end there?—Yes. What I mean is this: I do not think that the money that we recover in a year is worth the tremendous friction or worth the great distrust that it teaches officers stationed in the districts to feel of the War Office. I do not think you gain anything like an equivalent for the friction that you create. Whereas under the system that I should like to see, it would be made a matter of discipline. The General Officer and all the officers of his staff ought to be gradually trained into business habits, and this would provide the machinery for doing it. Their work would be looked up every quarter, or half year say, by a high class auditor, who would point out to them where they had misinterpreted or misunderstood the regulations or exceeded their powers; then the question as to whether the General was justified in committing either of those three slips would be at once reported to the War Office, and they would decide, and any General who went on doing what he had not the right to do would be removed from his command as a matter of discipline. Of course the men are ignorant now; they have not been allowed to touch finance; but in that way you will gradually educate them, and I am certain that you would find that you would create a lot of business men of good business habits.

8007. Would your local auditor also possibly be any use to the General Officer as regards the interpretation of regulations before he took action; would it ever be useful for him to consult this man as some Generals now consult their Paymaster?—Well, I always make my Paymaster responsible. He has to write me a minute to say I have power to do a thing before I do it. I should not myself like to make the auditor also an assessor or an umpire; I should like him to be detached from that. He should be a War Office man, I recommend.

8008. But it might be useful to consult him. Supposing that you wanted a thing done he might possibly be able to indicate the way?—They do that now, I believe,

with the Local Government Board auditors; it is the habit of clerks to local authorities to write to the Local Government Board auditor to know if he can allow such or such an expenditure, and if the man says no, he stops it.

8009. Then if the auditor said it was impossible, if the General chose to assume the responsibility he would say, "Never mind, I will go to the higher tribunal"?—Yes, but he would realise the fact that he did it at his peril.

8010. But if the auditor agreed with him and gave him a certificate, as is well within his power, there would be no question then of trouble afterwards with the War Office; but if you were to consult the Paymaster, however excellent an opinion he may give you, there is always the possibility that the War Office may not accept his opinion?—Yes.

8011. They are not bound by his opinion in any way?—No, they are not, but I have always contended that they ought to be.

8012. I think with regard to contracts that it is not clear that the larger power now given to Generals is more than illusory in so far that the General has very little voice in determining the contractors who are to be put upon an approved list of firms from whom tenders shall be invited. I believe you can get a contractor removed with some trouble, but it is still more difficult for a General to get a contractor put upon the list; while sometimes the Director of Contracts, without conferring with him at all, can, and does, add contractors to that list, and when the list is made up from all those contractors who are all, by being put on the list, considered equally good and satisfactory, naturally the lowest tender is accepted?—Yes, it is a difficult question, that contract question. Personally, in anything I say, I should be very sorry to allow the slightest idea to prevail that I am against a separate contract department. I am tremendously in favour of it. I believe it is our greatest safeguard in every way. In times of pressure you will find that there is generally a great complaint on the part of any of the spending branches against the Director of Contracts. I should imagine that probably if you asked the Ordnance Department for last year they would be dead against the Director of Contracts.

8013. I think we have no doubt upon that score?—I imagine so. I do not know; I have not asked a soul, but I was sure, from my experience, that you would find it so, and the reason is, that when they have pressure they try to scamp the preliminary of contracts.

8014. That is to say, that ordinary formalities which do not trouble you in time of peace, seem in time of pressure extremely irksome?—Yes; but those formalities in time of pressure are more necessary than ever—I think so, at least—therefore, in anything that I say I do not want it to be supposed for a moment that I think the Director of Contracts' Branch could be abolished. But I do think that the Director of Contracts' Branch suffers from the same fault that all the War Office Branches suffer from, that is to say, they are too much detached from the Army, and they do not work enough with the men they are working with. The tendency throughout the War Office is to get every branch into a sort of water-tight compartment, and in this I think there is room for improvement. And just in that very case of contractors, I do think the War Office work is not as good as it ought to be, and the real reason is, that we are not particular enough with our contractors; that we let men on the list who are probably very doubtful, and that when on the list we are too easy with them; we keep them on very often when we ought not to, and I think we also often let men tender for larger jobs than they are capable of executing.

8015. Then if the Generals had a large voice in the formation of those lists, and if those lists were revised, say annually, in conjunction with the Generals, a good deal of this difficulty would disappear?—I wish I could say that I agree with you. I am not so sure about that. You must remember that there are few Generals, perhaps 1 in 20, who are thoroughly acquainted with either manufacture or building.

8016. Or estate management?—Or estate management; but 19 out of 20 very possibly know nothing, and they are absolutely in the hands of their Commanding Royal Engineer or their Ordnance Officer. If you have a good Commanding Royal Engineer, my

experience always has been that you have no trouble with contractors; he tells you the right men, and now and again the War Office force a bad man upon you, but not often. But if you have an indifferent Commanding Royal Engineer, not very well up in building work, then you begin to get into trouble, assuming that you have a General who knows nothing.

8017. If you have a General who knew nothing, and if he was consulted in the revision of the contractors' list, he would naturally consult his Commanding Royal Engineer?—His Commanding Royal Engineer is his right-hand man for that work. The Commanding Royal Engineer to a certain extent consults the General, but he is practically responsible.

8018. And if the Commanding Royal Engineer was not a good man, he might get into difficulties?—Yes. I watched the very heavy building operations while I was Adjutant General. In the seven years that I was Adjutant General a very large loan was being spent, and I am bound to say that my view was that for large expenditure we did not centralise enough. Large expenditure, anything exceptional, anything over a 2,000*l.* contract, I think, would be better if left in the hands of a central office.

8019. Do you consider that the department of the Director of Contracts, the retention of which you advocate, results in work being done better and more cheaply for the Army; or is also one of the arguments in favour of its retention in your mind that if it was not there the soldiers might get involved in a great many awkward questions with contractors, and find themselves living in an atmosphere of criticism and suspicion?—I think that the tendency all through the Army is that we put men to work which they have no special training for. There is nothing that I know of that requires more care really than dealing with contractors, especially under our system. The contractor knows perfectly well that our payments stop on the 1st of April. In the last month, if we really want to get a job finished, it is almost impossible to keep up the standard of the work. He says at once: "If these are bad bricks I will write up and change them; it will take me another month." Or, if the wood is too sappy, or the joinery is wrong, or whatever it may be, the work deteriorates, because he takes advantage of our position. Building on loans, as we are doing now, I do not think the matter so much matters; of course, there is no finishing by the end of the year; but I think the more particular we are with our contractors, in the long run the better we shall get the work done. And in order to be particular with our contractors I advocate the retention of the Director of Contracts and his office.

8020. I gather, as regards buildings which are done under the Vote, the difficulty really arises from the system of unexpended balances having to be surrendered?—Yes, re-voted—a difficulty arises.

8021. A difficulty arises?—Yes. With regard to buildings, of course I think every building should be a lump sum vote. That would be the first reform. I am told that it is contrary to the British Constitution, but I think in that case the British Constitution ought to be altered. It is impossible to keep up the continuity of responsibility and supervision if you are going to have your building operations financially broken off on the 1st of April, and then to begin again.

8022. Are they, as a matter of fact, actually broken off?—Well, the money is.

8023. But the contract, once made, goes on?—Yes, but the money has to be re-voted. I am not sure, but I think there is a disposition to limit contracts to the period of the financial year.

8024. You get it back again?—Yes; but there is a great tendency to try and shove that contract through in the last month to get as much done as possible.

8025. And that leads to extravagance?—Yes, and I believe to poor work. I must say I am very fond of building in private life, and I find that in the public work that I see very much more has to be pulled down and re-erected than I ever find necessary in private work.

8026. Is that, perhaps, because in private life you do not always employ the cheapest man, but employ the man you trust?—You employ the man you trust. That, perhaps, we cannot do; it is difficult to do it in the Army. I think we might do it a little more than we do.

8027. But if in the case of work the system of surrendering unexpended balances were given up, and the balances could be carried over to next year, would not that be an advantage?—I think so, an immense advantage. It is a mere matter after all of account. They might be automatically re-voted; it might be understood that the payment went on. You might close the account on that day and that would not hurt at all. I think there should be a lump sum vote for each thing; whatever the man says a thing should cost that lump sum should be voted at once by Parliament, and let the Treasury distribute it over as many years as they like, but there should be a definite understanding that the building is to be erected for that sum of money.

8028. And a good many troubles in districts arise, do they not, in connection with works; it is one of the most troublesome things that a General has to deal with?—Yes, they do. I do not approve, myself, of the distribution of work in the Works Branch as between the Headquarter Office and the district.

8029. Is there too much centralisation?—Well, there is a want of system. At one time it is all thrown at the district's head and at another time it is all done in the Headquarter Branch. Then sometimes you will find that the contractor comes up to the War Office and gets an order, of which, the district knows nothing. I have at the present moment a trouble with a contractor, in which he comes up and claims to have been allowed to alter the plans.

8030. By the Inspector-General of Fortifications?—By somebody in that office.

8031. Whereas you might have objected to the alteration of that plan?—We know nothing of it. He sends in a claim then for an extra on his contract, and we say, it is all nonsense, you ought to have followed the plans; and he says: "Oh, I had authority from the Headquarters Office;" and then and there begins a long correspondence and then the contractor is out of his money and it is nobody's business particularly to finish that squabble quickly, and generally the contractor suffers; he is kept out of his money a long time.

8032. How does that happen? Does the Commanding Royal Engineer refuse to give a certificate because of the alteration of the plan?—Yes. In this particular case I think it is about 570*l.*—so many extras at 12*l.*—in my district, and the Commanding Royal Engineer said: "No, we cannot pay for this—we did not authorise you to alter this plan and incur these expenditures of 12*l.*," and he said that he had authority to do it from the Headquarters Office; then we wrote up and they replied with rather a vague letter, and eventually I threw the whole papers at their heads, and when the contractor came in the other day and asked for the money I said I did not know anything more about it. But there has been delay.

8033. Was it proved that he had authority?—I do not know; it is not settled; I sent it up to them and asked them to pay the contractor if they thought it right.

8034. But their letter seemed to evade the point whether the contractor had or had not authority?—It was not clear. It may turn out to be perfectly right, but, as a matter of fact, once having committed us to the contractor's plans, I think it would have been better, if they had wanted to do anything, if they had done it through my office instead of outside.

8035. At any rate they ought to have notified you?—I think they ought, but sometimes they forget, you know; they are busy, no doubt. This is where I think they want a more perfectly defined system.

8036. You have not much trouble as regards stores, have you?—No, I think we are very well done as regards stores. I do not like the store accounts or the principle on which the store accounts are kept, and I did about two months ago make proposals for a very crucial change; but we have no difficulty—we practically are getting everything we want from Woolwich or else we get authority to purchase locally.

8037. But I think there is a system, is there not, by which the Commanding Officer of a unit sends in requisitions for Ordnance stores without any reference to the question whether by so doing he will or will not exceed his annual provision, and then that requisition has to be checked by the local Ordnance officer before he gives the order to the storekeeper to deliver the

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article?—Yes. There again in that, as in all the War Office accounts, there is room for the introduction of what I should call discipline. I consider that the Commanding Officer should be held responsible absolutely that he does not exceed the regulations, but, as a matter of fact, he never has been. The Ordnance people, who were until quite lately a department, that is to say, purely a civil branch—they have latterly been made a military branch, but used to be a civil branch—like all the civil branches, have not done anything by discipline, but do it all entirely by disallowance, and if the Commanding Officer spends more than he ought to, they charge him for it, and then he objects, and then there comes a correspondence.

8038. I gather, then, that it would be better in your opinion to make the Commander of the unit absolutely responsible for only putting forward those requisitions which are within his prescribed allowance?—Yes; my panacea all through for the simplification of account is a more direct responsibility for expenditure.

8039. That would be more direct?—It would, of course. Stores are money, of course, and I should make it a financial responsibility. The question is a simple one: should you check the head of the using, or spending department, or the Storekeeper?

8040. Then you would get rid of the check of the Ordnance officer, would you not?—The Ordnance officer would be the man through whom I should keep a check on the Commanding Officer. At the present time the check rests on the Ordnance Officer—the Storekeeper.

8041. But he would not have to check every requisition before he sent it forward?—No, he would check the ledger.

8042. But as it is now he has a rather elaborate and rather fictitious check on every requisition as it comes forward?—Yes; as a matter of fact, he is supposed to look through these requisitions, and he has not before him the knowledge which would enable him to do so satisfactorily.

8043. And that check might be got rid of?—I think so. At least, I would get rid of that by making it a matter of discipline. I would say to the Commanding Officer, "You must do this; you must not ask for more than you are entitled to."

8044. That would make him think?—Yes, and that is what we want to teach the whole Army.

8045. Then, I think, on that point of stores there is another question, is there not; that is to say, in the case of the commander of a battery; he has allowed to him every year so many buckles, so many straps, so many brushes, and so on, for meeting his wear and tear—so many actual items without any reference to the question whether that particular year the wear and tear may have come more heavily upon brushes or buckles or whatever it may be?—Yes, every officer commanding a unit is allowed a percentage of his equipment to meet wear and tear.

8046. But in actual items?—Yes, in kind; and everything is given a life by the War Office, and a percentage on that life in kind is allowed every year, so that the whole thing may be kept going and kept up to date all through. He asks for this amount every year. You saw some of those requisitions at Aldershot. I did not think it was my business to criticise anything which was said to you by the officer in charge, but I thought that in what he said to you he was a little hard in saying that the officer pretended that everything had gone when it had not gone. Those requisitions were merely for his annual proportion. He showed that the whole of the list was expended because theoretically it is expended; he is entitled every year to so much. Where I think they are wrong is that they give a fixed proportion of everything, and very often all those proportions are not wanted, and I would much prefer myself to credit the man the value in money, and let him draw upon the store itself for the stores that are wanted up to that value.

8047. That is to say, you would give him credit on the Army stores for so much?—Yes.

8048. And within that credit he would himself select the particular stores that he required?—Yes, and he would have the account kept by the Ordnance officer and draw on the credit. It would be the same cost to the public precisely, but it would give the man a more intelligent training in his up-keep.

8049. And also make him look more carefully after waste?—Yes, I think it would. It would make him look more carefully into things; in fact it would make him think.

8050. Then again, while we are talking of signing requisitions and so on without due consideration of them, is it not the case that there are a lot of forms in the Army which are signed by officers without any consideration of the matters to which they append their signatures?—Yes, I should say there were a good many.

8051. For instance, in the case of travelling claims, when a captain, let us say, sends in a travelling claim the colonel of his regiment signs a certificate to the effect that he has carefully examined all parts of the claim and found it correct, when, as a rule, he has done nothing of the kind?—Yes, perhaps some of them do. Travelling claims are about the most difficult thing to deal with. I do not know why it is, but I believe in all branches of the public service, and out of the public service, in private life, it has been found that people look upon travelling claims to a certain degree as a source of income.

8052. They get a little something?—Yes, they want a pull. I myself have often considered the subject, and I do not know that I could very much improve on the system that the War Office has acquired by using historical knowledge; our system has been worked out by that really; but I think the system would work better if it was a trifle more liberally treated. There are all sorts of tiny and petty disallowances which in my opinion had much better not be made; they annoy people and create friction to a certain degree, and I cannot help thinking that they defeat their own end, because they set the officers against the central authority.

8053. My particular point as regards the signature was that when the Commanding Officer has signed to the effect that he has carefully examined all parts of the claim and found it correct, which he does not generally do, the Paymaster looks into the travelling claim put forward by the captain really without taking into consideration in the least the certificate of the Commanding Officer; he simply looks into the captain's claim and sees if it is all right?—Speaking off-hand I do not think the Commanding Officer certifies to the claim being right; he certifies that the journey was necessary.

(The Secretary.) He has to certify to the claim being correct.

8054. (Chairman.) He certifies that he has carefully examined all parts of the claim?—Yes, that the several items are in accordance with the regulations, but it does not say in the way they are moneyed out, at least I have not read it in that way. I signed a great many travelling claims some years ago, and I never looked at the question of the manner or the amounts charged; but if a man charged what I did not think he had any right to do, say that he stayed two days at a place instead of one, I said, "You cannot have that."

8055. But is not the language that he has "carefully examined all parts of the claim and found it correct"?—"I have carefully examined the several items of the above claim, and they are in accordance with the allowance regulations." It does not say that they are moneyed out right, merely that they are in accordance with regulations. No colonel that I know thinks he can do that or ought to do that. That is done by the Paymaster.

8056. Then all you want from the colonel is that he has given authority for the particular journey to be made?—Yes, that the particular journey has been made in the right way; that is what you want really, and that is the way that certificate is understood. Of course, for years there has been a habit in the War Office of what they call stiffening up certificates, which I think is ridiculous. I do not believe you get a better certificate by making it a stiffer one. The man you want to pin is the man whose business it is to look after the thing, and the man who has to look after this travelling claim is the paymaster; he allows it, and when he allows it, so far as the officer is concerned, I think that ought to be a complete discharge. Then if the War Office find that a paymaster allows claims which he ought not to allow, they ought to get rid of the paymaster.

8057. (*Mr. Gibb.*) Do not you think you could go a little further and say, that if money has been actually *bond fide* spent by an officer on travelling expenses, he should be reimbursed; if he has spent too much, perhaps he ought to be disciplined and warned not to be so extravagant on a future occasion?—Personally, I agree with you; but that is not a view that has ever been allowed to obtain in this office. For example, the War Office have made a contract with the railway companies under which an officer travelling receives a cheaper ticket; in order to get that cheaper ticket he has to produce a yellow paper and show an order; he produces this yellow paper, and then the clerk gives him a ticket at two-thirds the ordinary fare; if he neglects to take the paper he cannot get the two-thirds fare, and on small journeys he habitually does neglect it. For example, I myself have come up here, and I paid 8s. to come here; the War Office will allow me, I think it is, 7s. 1½d., but if I charged the 8s. the difference would be disallowed. I always put down the 8s., and I expect the paymaster to alter it to 7s. 1½d., and that I think every officer does; but whether it ought to be said that I should have the right to charge the 8s. or not, I cannot tell you—that is the dispute, and that is the sort of point that is constantly arising upon these travelling claims.

8058. Is not that just where too great niggardliness and precision in the examination leads ultimately, not to the saving of money, but to the wasting of money?—That is so.

8059. Because if it is taken out of the officers in one direction they will retaliate by being perhaps rather loose in other directions?—Yes, undoubtedly the War Office administration has fixed upon the minds of the officers whom they administer the opinion that the War Office robs them whenever it can, and that it is a fair thing for them to rob the War Office whenever they can. That has been the result, and I believe that it is due to the sort of niggardliness that you mention.

8060. (*Chairman.*) That is the same feeling that the general public have towards railway companies?—Much the same feeling that the general public have towards the tax collector.

8061. There is no question of the tax collector being niggardly, but you do not like him?—Perhaps he is too liberal in his views and interpretations of what he can claim.

8062. There is a disposition in fact to play it rather low down on any great corporation?—Yes; and it is very difficult for the War Office really to know what to do; I do not blame them at all; I think with regard to travelling claims it is a difficult thing to know what is the right way to get them. I do know that if you are travelling for any other department than the War Office you are much more liberally treated than you are by the War Office.

8063. (*Colonel Miles.*) And the total amount in question is really quite small comparatively, 50,000l., 60,000l., or 70,000l.?—Yes.

8064. (*Mr. Mather.*) Are not those questions that could be left absolutely to the discretion of the Commanding Officer?—That is exactly the sort of thing that I should leave to the General. If the Paymaster brings a claim to the General and says: "This claim is too much, I think it should be 4d. less," the General should say to the officer: "You must not do this again," and there it would be ended, and let the War Office see that.

8065. (*Mr. Beckett.*) I see that in your evidence before the Decentralisation Committee you proposed to give the General a maximum allowance?—Yes, I did for travelling, as I have already said.

8066. You think that that would work well?—Yes, and let him cut it down if he likes.

8067. (*Sir Charles Welby.*) For himself do you mean, or for his district?—For each journey. I would have three qualities of journeys.

8068. (*Mr. Mather.*) Do you mean that he should keep a cash account himself, and have the money paid for the journeys?—No; the most that could be spent on a particular journey, might, under the most liberal interpretation, be, say, 1l.; the General would decide whether the man going should spend 5s., 10s., or 1l.

8069. (*Mr. Beckett.*) And then you say that on a basis of two or three years' experience you might give him a maximum allowance for the whole district?—Yes.

8070. And that that would save an enormous amount of trouble?—Yes, I think so.

8071. (*Mr. Gibb.*) I do not like maximum powers?—Neither do I, but that would only be with regard to the General. He ought to have a proper audit.

8072. The General ought to have the power to pass any reasonable bill in his opinion?—Yes, but to do that you must have a proper audit, and that we have not got.

8073. (*Mr. Mather.*) The General is the most capable person really to perform an act of discipline, if necessary, upon an officer or non-commissioned officer who has disbursed more money than he should do on a journey; the General only can deal with the sort of disciplinary control that you should exert over that individual?—Yes, he and his Staff can do it, and will do it. I am perfectly satisfied that anybody who looks back through this office will find that since the allowances practically passed into military administration they have been much more sharply looked after, and disallowances have been greater than they used to be in the old civil days. The General will do it and he will save money.

8074. (*Colonel Miles.*) If anything, in some ways we have been almost too strict?—Yes, I think we are, because they have turned the soldier on to the civil regulations, and he has taken the letter of the law and stuck to it.

8075. (*Sir George Clarke.*) You would not admit for a moment that the soldier cannot be an economical person?—I think he is extraordinarily economical; he is much more economical than the civilian in civil administration. When I was engaged in arranging for the transfer of the whole of the money that was voted for the services of supply and transport for the year, to me as a military officer from the civil branches, one of the most capable men that I certainly ever met who was at that time an officer on the civil side of this office, the late Sir George Lawson, said to me: "You will be able to do it; we have never been able to keep these men in order; they will obey you, and they will not obey us"; and that is the truth.

8076. But it has been rather a tradition of this office that all soldiers are spendthrifts, and can only be kept in order by civilians?—That reminds me of the good old ancient story that I have heard trotted out hundreds of times, that in the old days, when the colonels of regiments were allowed so much money to keep their regiments up, they kept the regiments down and the money in their pockets. I daresay they did, but that was the fashion of the country at that time; it is not the fashion of the country now; that was in the good old days when the Paymaster-General's was supposed to be a very profitable office.

8077. (*Chairman.*) So far as the General Officer Commanding has anybody whom he can call a business manager in his district, it is the Assistant Adjutant-General for B, is it not?—No, I think not; practically he does his duty through his staff, and he has under him a man called his Chief Staff Officer; he would be the officer who would have to pull together the different functions of the staff.

8078. (*Sir Charles Welby.*) Is that the Deputy-Adjutant-General?—A big General would have a Deputy-Adjutant-General; a small General would have an Assistant Adjutant-General.

8079. (*Chairman.*) Who is the officer who makes the purchases for your district of hay and oats and things of that kind?—That is done by a man who is called my officer commanding the Army Service Corps.

8080. And what does the Assistant Adjutant-General for B do?—The Assistant Adjutant-General for B represents the head of the old Supply and Transport Department of the War Office, and all things the soldier gets are within the functions of the Assistant Adjutant-General for B. To put it very broadly, the Assistant Adjutant-General for A superintends all the soldier does, and the Assistant Adjutant-General for B superintends all the soldier has to do it with. The individual is under the Assistant-Adjutant-General for A, and the material under the Assistant Adjutant-General for B.

8081. The Assistant Adjutant-General for B is more the representative of the Quartermaster-General?—He is the Quartermaster-General. The late Commander-in-Chief objected to the word Quartermaster-General,

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and the Assistant Adjutant-General for B was coined as a sufficient equivalent.

8082. Is it a good one?—It is by way of being the same thing. You must not take me as assenting to it; I have always objected to it; I have always been in favour of re-introducing the time-honoured appellation of Quartermaster-General, but the late Commander-in-Chief was against it, and he had strong reasons on his side at the time that he abolished it; I think its abolition was an unmixed blessing.

8083. (*Colonel Miles.*) Was it with a view to amalgamate the two branches more?—Yes, to get the two departments out of their grooves.

8084. That is to say we were in rather water-tight compartments, the old Quartermaster-General and the old Adjutant-General?—Yes, when I became Quartermaster-General at Aldershot in 1881, the Commanding Royal Engineer of the period walked into my room and said, "I am Commanding Royal Engineer, I suppose as usual we shall quarrel." We did not, we became very good friends. But that is what was going on in those days.

8085. (*Chairman.*) You did not allow him to quarrel?—Well, we were friends.

8086. Could you indicate any other directions besides those of financial responsibility in which decentralisation might be extended further?—It seems to me that really all the duties you have to do are summed up under three categories. One would be numbers, one would be time, and the other would be money. I do not well see how you can decentralise numbers, because after all they fix the expenditure and they come under what I should define as the military policy of the country, which I think ought to be entirely controlled by the War Office. And time is also a question of policy, so that beyond the expenditure of money I do not see that you can very usefully decentralise so long as you have voluntary enlistment.

8087. Are there any unnecessary references to the Adjutant-General's Department?—There are many fewer than there used to be; it is a very difficult thing to say. You can go through the Queen's Regulations; I did myself three years ago, I re-wrote the Queen's Regulations, and cut out everything I thought I could cut out. In that last Committee, two years ago, several Generals came up and recommended small details, what I might call odd jobs, which they said could be better done in the districts than at the War Office; but I think if you look into a great many of them, they affect principles which the War Office alone is cognisant of; it has the power to take a very much larger view of things than the officer in the district can, so that it is difficult to put some of them out. Take such things as whether or not it is desirable to allow men who have been passed to the Reserve to re-enlist, or whether you should re-engage men for further service. This sort of question must depend in a great degree upon the flow of recruits into the Army, of which the man in the district knows nothing. I think one of the necessities that are put upon us by voluntary enlistment is the centralising of our machinery for enlistment, and all the things connected with it. But I think we might do much more than we have done in the way of decentralising responsibility.

8088. And foreign service also, I suppose, leads to centralisation, to have an office which can deal with all the questions arising out of foreign service with the Indian Government, the Colonies, and so on?—Yes, I think there are many more than there need be. And, of course, a General Officer abroad has more power a great deal than a General Officer at home. I never can conceive why that should be. A General Officer abroad is allowed to do a great many things which are refused to a General Officer at home. It has always seemed to me, in theory, that the opposite ought to be the case. That has grown out of the case that in old days communications were slow and difficult, and the General Officer had to do the things; but that shows how very curiously the Army system has grown up, that such a thing could be; that where you have a man under your hand and can stop him at once, you hold him much tighter than a man who is a long way off.

8089. But what things can the General Officer Commanding at Malta do, for instance, that the General Officer at Aldershot cannot?—He has more power with regard to discharges; and more power with regard to money generally, I think.

8090. (*Sir George Clarke.*) And he can make any contract he likes; he has no two thousand pounds' limit?—No. All round he has more power. Of course when a General goes on service he represents the Secretary of State for War, and he can do anything; and that is what the General at home ought to do. Instead of which a General goes on service now, and gets a staff who have not the slightest idea of money at all. They do not understand the system of the Army; they have never been allowed to see it, and they know nothing about it.

8091. (*Mr. Gibb.*) But when you contrast the power of the General abroad with the power of the General at home, pointing out that the former has more power, apparently you hesitate to give the Generals at home more power?—No, I would give the General at home more power; but I say I do not think you can give the General at home more power with regard to numbers. The General abroad has got fixed numbers; he has nothing to do with that.

8092. Would you give them as great power as the Generals abroad have?—I would give them as great power financially, and in certain other ways also. I should like to see the military government of the War Office (not the military policy side) organised exactly like an army in the field. All our staff training should be on the same principle, and every district the same, and then, when you moved into the field, everything would go on as per usual, instead of as now, when it is an entirely new departure.

8093. (*Chairman.*) You have one system in peace and an entirely new system when war breaks out?—Yes, entirely, a lot of new duties which have never been allowed to be touched in peace time.

8094. Such duties as making contracts and purchases?—Making contracts and keeping up supplies and looking after your stores and equipping hospitals, and every sort of thing, and the power to build and to buy and do anything you choose, and for that the men are absolutely untrained.

8095. Was that experienced in this present war? When you went out did you find that you had some difficulty owing to their not having been trained to do any of these things?—One of your members was my chief staff officer; perhaps he would like to explain to you what he felt. I did find certainly that I had some staff officers sent to me who knew nothing of what I wanted them to know. They learned them very quickly, and now, no doubt, they know a good deal. But they had had no previous experience; they did not understand the incidents and duties consequent upon the freedom they were given by being at war.

8096. (*Sir Charles Welby.*) And the same would be true of commanders of units?—Yes, take that point. The commanding officer of a unit in the field is absolutely responsible to the General to keep that unit clothed. Practically in peace time he has nothing to do with the clothing, except to see them at kit inspection.

8097. He would not worry himself in peace time to know whether they had boots or not?—He has not got it on his mind as a duty that he has to perform.

8098. In time of war he would have to judge how long the boots would last?—Yes, it is his business to keep up the store, to keep his men equipped; whereas in peace time he lives from hand to mouth. He writes to the War Office, and down comes what is asked for.

8099. He writes a requisition for boots without any reference to the fact whether he has exceeded his allowance of boots or not?—Yes, in war he should.

8100. In the German Army has not the commander of the German unit to take much more thought and care for the clothing and supplies of his unit?—I do not know that I am a great authority upon the German Army; I have never studied it in these details, on the ground that its system would not be applicable to our Army. The German Army Corps is absolutely localised, and never leaves its barracks. They keep as many, I believe, as four suits of clothes for every man, and they enlist through the whole population, and at the time of their annual drafts they get all their recruits in on the same day; their recruits go through then a perfect system throughout the year of training which can all be laid down beforehand; it is all an absolute certainty, and they get a considerable number of tradesmen, whom they employ, so that their army corps are practically self-supporting. Whatever their machinery is it never moves. But our regiments go all over the world; our

recruits come in every day of the year, and we have to be in a continual state of casual training. It is a very much more difficult machine to run.

8101. The demands upon it are much more complicated and varying?—Much more.

8102. (*Mr. Gibb.*) Before you pass from what you said about the commander of the unit being responsible for clothing, is not the commander of the unit responsible for clothing of troops in peace practically to some extent as well as in war?—Not to the same extent. He practically has no trouble at all with it. He is responsible that the regiments are clothed, but it is all done for him, and the correspondence practically is carried on for him by his quartermaster, and it is done without any action on the part of the Commanding Officer. He never carries about with him any particularly large store, nor has he to make any provision for special emergencies.

8103. But does that arise simply from his delegating the responsibility that he has to the quartermaster, when he perhaps might keep the responsibility more in his own hands and on his own mind?—It is the system. I do not defend it.

8104. (*Colonel Miles.*) He did not exercise perhaps sufficient forethought in forecasting the requirements and wants with regard to clothing and boots. He told us at the last moment sometimes he was short of boots and expected them to be supplied?—That is so. He has in peace no anxiety whatever about clothing; it is a mechanical thing and is done for him by the quartermaster. But in war he has to keep his regiment clothed up.

8105. (*Mr. Gibb.*) He need not leave it to his quartermaster in peace time, need he?—Yes, practically he has to do it.

8106. But the responsibility is his?—Only theoretically. The work is done by the quartermaster.

8107. (*Mr. Mather.*) He has the quartermaster with him in time of war also?—Yes. But the duties of the quartermaster are different. In peace time he is trained simply to follow regulations, in war time he ought to exercise forethought and make provision for possible future requirements.

8108. And then does he leave it to the quartermaster to obtain supplies?—I do not want to find fault with the Commanding Officer and say he does not do his duty in peace, but under our system I do not think the Commanding Officer receives training in peace for the responsibilities that fall upon him in war, and I think he could very easily be made to do so, and that to do so you should put more responsibility upon the Commanding Officer than you now do.

8109. And from him upon all the people under him?—Upon all the people under him. Throughout the Army I want to see more responsibility placed upon individuals and that can only be done by delegating financial powers (it comes to be financial powers) in the expenditure upon stores.

8110. (*Mr. Gibb.*) You have said that you want to see greater financial responsibility vested in the Generals. I want to follow it out just a little. As regards buildings I presume that a proposal for building has to be made, it has to be decided that the building has to be built, and then money has to be got from Parliament for it; do you suggest that as regards buildings the Generals could have more power than they have now?—I think so. The General makes a great many proposals, and those are out down at the War Office practically without any reference to him. He is not given a sum of money and told, "We only give you this much and your building this year should be limited to that;" in the end he is told, "You will build such and such things and here is the money for it."

8111. But would you give the General a sum of money and allow him to spend it as he pleased without any estimate?—No, every building that is proposed is accompanied when the proposition comes to the War Office by an estimate of its cost. The General Officer commanding a district proposes a certain expenditure on what is called Part I. Services, New Buildings. When it comes to the War Office and it is added together it is generally about five times as much or more than five times as much as what the Secretary of State is prepared to allow for Part I. expenditure, and therefore these proposals have to be cut down. I think that it would be better to make the General cut

them down, to say to him, "No, you have asked for so many thousand pounds and the very most you are likely to get is so much less; cut down your proposals for buildings to meet that sum."

8112. Supposing that the General in his proposals includes ten proposals, and we will assume that five of them are going to be put into the estimates; is he not consulted as to which of the ten he would prefer?—Practically he is not, I think he ought to be.

(*The Secretary.*) The General does grade them in categories according to what he considers the degree of urgency.

(*Witness.*) Yes, under categories No. I., No. II., and No. III., and so on.

8113. (*Mr. Gibb.*) Therefore when you say he should have power over a certain sum of money you do not mean to say that he should be given a certain sum that he may spend it as he pleases, but that he should have the selection of the works which are to be submitted to Parliament for the annual estimate?—He should be consulted in their selection.

8114. Now as regards payments in the nature of pay, extra pay, and allowances and so on, to what extent would you give the Generals responsibility? You have and always must have, I suppose, certain regulations, then I presume that there always will be and always must be a number of doubtful points arising on regulations, would you give the General practically the final power to decide in doubtful cases the interpretation of regulations?—Yes, I would. I think I should have to do it gradually, because the General at present has not been trained to it at all, or few of them have. But that is what I should aim at, that he should be responsible for a proper and economical distribution of public money within his command and he should be made responsible through a good and rapid audit.

8115. That is to say that there should not be a power in the Accountant's Office at the War Office to disallow what the General has allowed, but simply a power to call attention to the case for future guidance?—I think there ought not to be. I think that one of our great difficulties is caused by the system that now prevails, which ensures economy by disallowances, and I believe it to be a bad system myself. I have always been against it, and I have always said that if you want to secure economy you should do it as a matter of discipline. If you find you have a man to whom you give powers and that man deliberately and frequently or very excessively exceeds those powers, you should say, "You are no good to me, come out of it;" that is the way to hit it.

8116. But that involves a constant revision of every authority by some other authority?—That is what goes on now. I wish to substitute supervision for revision.

8117. Give the General who has the final authority the final power of deciding certain questions of interpretation and take his decision for better or for worse?—That is what I should like to see; watch him, and if you think he is going wrong, stop him and warn him, and if you find that has no effect, get rid of him; but to do that you must have the machinery of course for watching him, and I do not think our present so-called audit of the War Office is a good-enough machine.

8118. But you would not watch him, would you, more than to this extent, that he ought not to pass a payment which is clearly prohibited by regulation?—He ought not to do so, but at the same time there are a great many things that are not prohibited, that are permissible—extra pay and what we call extra duty pay—which are given for certain things. I would allow a General to grant them, but if I found that he was habitually giving extra duty pay in circumstances which I thought it was not intended for I should warn him, and if he went on doing it I should get rid of him.

8119. Do you not come back there to the evils of the system that you are condemning, that whether or not the extra duty pay should be allowed must be always a matter for discretion?—Scarcely I think; my view is that you should fix the point at which the discretion is given lower down.

8120. And do not you think that the discretion of the General on the spot is more to be trusted than the view of an Accountant Department in the War Office?—But I do not want it to be an Accountant Department, I want it to be an Audit Department, whose decisions would be enforced through a Military Department; the discipline is to come in there. If they think more

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money is being spent by this General than they think ought to be spent they ought to caution him. Every big trader has to do that.

8121. To caution him against general extravagance?—Yes. What they do now is, they stop the wretched man who got the extra 4d. or 6d. a day, and recover the money from the man. That has no effect on the General or on the policy of the army; but if they pull up the General and say, "You ought not to have given those fourpences, and you must not do it in these cases," there would be no more given, and that is the way I should like to see what I call economical administration introduced.

8122. But I want to be quite clear, that where the question is a question of discretion, you would allow the General's discretion to practically be final?—It would be final as against that particular payment; but I should say that if the military hierarchy of the Army, in watching the expenditure of the Army, found that one particular General was much more liberal than another, it would be their duty to check him.

8123. Or perhaps to suggest to other Generals that they were not quite liberal enough?—Yes, that might be so too.

8124. Now as regards works; you said that there ought to be a lump sum voted for each building?—Yes.

8125. I want to see if I can follow it clearly. We will assume a building is to cost 10,000*l*. You suggest that that building should be authorised by Parliament, that a sum of 10,000*l*. should be authorised; and then, supposing it were estimated that 3,000*l*. is to be spent the first year, 6,000*l*. the second, and 1,000*l*. the third, then these respective payments can or cannot be included in the Annual Estimates just as the Treasury authorities, I suppose—the financial authorities—decide?—Yes.

8126. But as regards the authority for the 10,000*l*. required for the completion of the building that should be given when the building is passed?—Well, to a certain degree, it is given now. So far as I understand, and I do not know that I do quite thoroughly understand the financial system under which that Works Vote is administered, if we want a new building to cost 10,000*l*., in order to be able to spend 10,000*l*. on that building you have got to get Parliamentary sanction for that building. That is done by putting it down in the Estimates, saying that when completed it will cost 10,000*l*., and taking a Vote that year for perhaps 100*l*.; sometimes they take for more and sometimes for less, but a common sum to take to get a building on the estimates is 100*l*., and then the Treasury can never refuse to pass any sum up to 10,000*l*. for that building.

8127. (Sir Charles Welby.) That is for a continuation service?—Yes, the building may not be commenced for five or six years. Every year there would be 100*l*. again voted for this building. There is no particular reason that it should be begun perhaps, and, very likely after two or three years, some several sums of money having been voted towards it, the building is never begun at all. I have seen it happen, I think I am describing the system rightly. I think that is all wrong, it creates a laxness of responsibility. I think that no building should be begun until it is really absolutely necessary, and it should be begun with the understanding that it would be finished and completed right off; the money should be voted for it, and once Parliament has said this building should be built at the cost of 10,000*l*. there should be some means of manipulating the money in the Treasury so that that building should be begun and should go on regularly until completed, and that it should not be dependent, as it is now, upon the whim of successive Secretaries of State for War as to the amount of money to be spent upon it each year.

8128. (Mr. Gibb.) The case you mention must probably have been a case where there was a change of mind on the part of somebody; nobody would put a building into the estimate until they had definitely decided that the building was to be constructed, would they?—Well, they do; they get them in to get the authority. I do not quite know what advantage that authority is myself. Mr. Gibson can tell you, but I know it is done. To my mind that relieves the building branch of the responsibility that they ought to have.

8129. It seems a bad system?—I think it is a bad system.

(The Secretary.) I do not think such cases are of frequent occurrence.

8130. (Mr. Mather.) Those sort of things necessarily happen owing to different circumstances prevailing after a few months from those that prevailed at the time. We all have to do that with regard to our own expenditure?—We do, but what I mean is I do not think there is sufficient weight of responsibility upon the initiation of the new work.

8131. You mean before it is advised?—Yes.

8132. It is too loosely entered upon as a matter of advice and demand?—Yes.

8133. Speaking of the Contract Department, I understood you to say that there was considerable looseness in the authority or authorities of the Contract Department in giving out contracts to firms or persons whose work was apt to be scamped?—I do not think I said looseness. I said that I do not think the Contract Department are always quite enough in touch with the executive departments for whom they make contracts and for whom they select contractors.

8134. And in consequence of that, I think you said that some contract work was turned out in a manner which you considered unfit for its purpose?—Yes, in consequence of that, I think, and the consequence of that is, that sometimes contractors who are perhaps hardly the best for the particular job in hand, get the job.

8135. Would that remark have reference more to stores than to buildings and works of construction; have you in your mind certain stores, for instance, that were sent out to the war or supplied to the district here from time to time, which were not of the quality that you think was required for that purpose?—Since we have had the Inspection Branch I think the quality of our stores has certainly very much improved. I do not know what difficulties they have had, I left office now some years ago; but in old days undoubtedly we did get from certain contractors inferior goods; I do not know that we do to the same extent now—I do not think we do—but I was thinking at the time I spoke more of the works contracts and building contracts.

8136. But you had had considerable experience down at Aldershot before the war, I suppose, in seeing works carried out there under your staff?—I was not then long at Aldershot, but I had had a good deal of experience. I am very fond of building, and there had been very large expenditure while I was Adjutant-General, and I did look into the buildings a great deal, and I saw a great deal of what was going on.

8137. You seem to favour the delegation of making contracts and carrying out works to the General Officers Commanding Districts up to 2,000*l*., but for a larger sum you thought it ought to come to the central office here and be dealt with; I mean throughout from first to last by the central authority?—I should be inclined to. I have always wished to make the central office the designer; to do all the larger designs in one office.

8138. In that case, would it not require the services of your Commanding Royal Engineer in the district to supervise that work, or would you still employ him to see that the contract was properly carried out?—He would have to supervise the work in execution. He would be the clerk of the works.

8139. Would he have power to reject bad material or workmanship if he saw it going on?—Yes, he would be responsible for seeing that good work was done.

8140. In that case the General Officer Commanding would after all become responsible for the work being carried out properly?—Yes.

8141. Though the War Office had made the contract?—Yes, but that is all I want them to do.

8142. Then since the General Officer Commanding the District had no power over the selection of the contractor, and the Commanding Royal Engineer only acted as clerk of the works, do you think he could come in sufficiently close responsible relations with the contractor to reject work and workmanship?—I think he would be just like a clerk of the works under an architect; his would be absolutely an analogous position.

8143. But the architect has full power to reject the whole work, and require the builder to do it over again—the General Officer Commanding or Commanding Royal Engineer on his staff would not have power to do that?—I say he would be in the position of clerk of the works. That is to say, he would object to the

timber, or brickwork, or construction, and if the contractor did not admit that objection he would at once refer it to the central office. But he might be more that this, he might be introduced into the contract as the authority.

8144. That is what I wanted to get at. A complaint has been made to us that such references lead to great delay and loss of time, and the contractor makes out a case for himself, so to speak, behind the back of the clerk of the works, or the one you describe as the clerk of the works, the Commanding Royal Engineer?—But I would make the central office do exactly what the architect does; they should come down and decide the matter off-hand.

8145. That would be a staff officer from here?—Yes; he would come down from here at once and decide the question on the spot, *sic volo sic jubeo*.

8146. There seems to be much difficulty to get a responsible officer to go down from the central authority—to go down to the spot?—Yes, because they have not at the present moment the particular officer I have in my mind. I am proposing to create a department for this work alone, or a branch of a department.

8147. That would be a new departure that you would recommend?—Yes. I am not quite sure that I have made myself clear. What I recommend is that for lesser works all responsibility should be centralised in the district, for larger works in a central office.

8148. Turning to finance, you say that finance is after all the whole root of administration in the districts, and of course finance, that is to say the power over certain sums to be spent in the district, or the whole sum settled to be spent in the district for all purposes, you would place entirely in the hands of the General Officer Commanding?—I would entirely.

8149. Parliament, no doubt, as men of common sense largely imbued with the business faculty, at least the House of Commons, would, no doubt, be pleased to sanction a system of that kind, provided finance, in their estimation, was not after all the chief matter they had to deal with, but to control the expenditure within limits so as to get the very best value they could for the money. Your financial control over the General Officer Commanding, I understand you, would be a local auditor sent down from the War Office and representing the War Office?—The original control, the first control, would be arrived at by the Military policy of the country fixing the numbers and drawing up the regulations under which they were to be paid. It is not exactly control, but to ensure that those regulations are obeyed, you follow with the audit.

8150. You have given us the sum of 10,000*l.* being sanctioned by Parliament to be spent on certain works in the district as an example, and you say it must be a lump sum, and the work must cost not more than that sum of money?—Yes.

8151. You know, of course, that you have considerable extras?—As a rule you will find that we always over-estimate. We are obliged to. I believe all public departments are obliged to, because it is so much easier to let the Treasury have the money back than to get extra money out of the Treasury.

8152. You mean the 10,000*l.* lump sum would be an over-estimate to begin with?—Yes, a comprehensive estimate.

8153. And include any contingencies that always do arise on buildings beyond the prime cost?—Yes, as a rule it is so generally.

8154. That, of course, would be a very safe plan. After that, of course, the check would be simply comparing the building done and the work put into it with the specification, and seeing that the quality is satisfactory to the authority that had to pass the work finally. That would be the financial control that you would be satisfied with?—Yes.

8155. That you really got good value for your money?—Yes, that is it.

8156. In relation to the general questions that arise from time to time involving money, small expenditure of every kind, as a matter of fact which Mr. Gibb has brought before us, you would give the General in Command full power to decide everything, taking the responsibility that he might some day or other be called to account for being too liberal and having

sanctioned things not quite in accordance with the regulations?—Everything within the regulations. At the present moment, I do not think the regulations (if Generals were given full power up to them) would want extending. As you got your Generals and staffs trained, I think you might give them higher financial limits than you do now. But, I think, in all cases you would have a limit to the General's expenditure like a private man has to his income.

8157. Naturally. Do you think it would be possible to institute such a change of system, namely, putting this power and responsibility into the hands of the General Officer Commanding by a sudden removal of all the obstacles at the present time, or would it have to be progressively done over several years?—I think that within the present regulations you could do it at once. As I said just now with regard to disallowances, I have no idea myself what the sum of money is that the War Office consider is wrongfully expended.

(*The Secretary.*) We have worked it out; it does not come to the 1*l.* per thousand which you mentioned.

(*Witness.*) I do not know where I got that figure from; that is not a very large sum.

8158. (*Mr. Mather.*) It has come before us from some quarters that the General Officers Commanding, and their staffs also, would to-day, for instance, not be very willing to accept all the responsibilities involved in doing that which you have described as being necessary for proper Military administration. Is that your experience? We have had it come up from time to time that it would take some time and experience before they could do it?—I think if you were carefully to select the Paymasters for the several districts you might make a combination of the staff that we have at present in the Army under which you could introduce such a change at once.

8159. In all the districts?—In all the districts; at least, I cannot conceive that it is not so.

8160. And assuming that the new suggested six Army Corps were to be established in a year or so, it would be quite within the power of the staff already existing to appoint Generals capable of administering a large Army Corps with the full administrative responsibility which you have described to-day?—Yes, I think certainly: within the regulations.

8161. The whole of the work of a large Army Corps?—It is no more work than a small district really; there is a larger staff.

8162. You think the capable Generals to-day in the districts would also be Generals capable of taking charge of Army Corps and having the full responsible administration?—I think so, and I am fairly confident it would be found to be so.

8163. (*Sir George Clarke.*) May I assume that you think it should be rendered impossible that the Director of Contracts should force a contractor upon the General Officer Commanding to whom he has objected?—Yes; I do not think he ought to make the General Officer Commanding take a contractor whom he does not want.

8164. We have had such cases?—Yes, I know there have been such cases. I have personally always opposed it.

8165. In your memorandum you say that decentralisation up to the present time is not based upon any system. I take it that you have a much wider view of what decentralisation means than the mere stopping of a certain amount of reference, and that sort of thing?—Yes. In my original letter which I wrote to Mr. Dawkins, I said that I preferred to use the word "responsibility" rather than the word "business." I do not see how you can transfer business unless with it you transfer the responsibility for completing it. My contention is, that although they have thrown out a good many odd jobs upon the Generals, yet when any question arises upon them the General finds that he has no power at all, therefore he has no responsibility, and cannot complete it.

8166. And you think that if these districts were made much larger, much larger changes would have to be made than were contemplated by the Decentralisation Committee?—I did not find that the Decentralisation Committee contemplated very much change.

8167. May I take it that the point you wish to impress upon the Committee more than any other is the delegation of responsibility, financial and other,

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13 March 1901.

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V.C.

18 March 1901.

in peace, in order that officers may acquire the habit of taking it in war?—Yes; and the point that there is an absolutely strict line to be drawn between what I describe as the Military policy of the country, and what I describe as the Military Government of the Army—that the two things are absolutely distinct—and that where we have hitherto always gone wrong, in my opinion, has been that we have never made them distinct; and the whole thing hinges upon that as to the relative positions of the Secretary of State for War and the Commander-in-Chief. We soldiers are always accused of claiming all sorts of imaginary powers for the Commander-in-Chief; that he is to be such a great man, and is to do this, that, and the other, and overawe the Military policy of the country. But we have never proposed that. All we have claimed is, that, given the Army, and given that we are told what the Army is to cost, the Commander-in-Chief should be left to administer it.

8168. You spoke of the Auditor making disallowances in a district, and referring to London. When that happens, should the final arbiter, whether the General did right in his expenditure or not, be the Financial Secretary, who would be the master of the Auditor, or the Commander-in-Chief?—The Commander-in-Chief. I say, make it a discipline point. Let me not be misunderstood. The Financial Secretary would, of course, have his views and if necessary present them to the Commander-in-Chief and to the Secretary of State, but when the decision is arrived at it will be conveyed to the General as a matter of discipline by the Commander-in-Chief or Adjutant-General, and not as now in a letter signed by someone no soldier knows.

8169. We have had some evidence before us to the effect that a good deal of trouble and complication have been caused by making the increase of pay to the soldier a messing allowance instead of an increased rate of pay?—An infinity. I do not believe myself that the War Office will ever succeed in getting that allowance right in the accounts from what I hear in the districts.

8170. You think that from every point of view it would be better to make it a *bona fide* addition to the soldiers' pay, and not to call it an allowance?—Certainly. All these dribs and drabs of payments give trouble out of all measure to their value. I do not believe there is a single gentleman in a high position on the Civil side of the War Office who has the slightest idea of the trouble he puts us to in the districts by the regulations and methods of payments of pay in force.

8171. I see that you said in your evidence before the Decentralisation Committee that the Civil branch of the War Office grasps at power and obtains it by making highly detailed regulations. Do not you think it is very important to simplify the regulations and make them more elastic?—That is what I have always wanted to do.

8172. Then you said something about the War Office being in water-tight compartments. That, I suppose, means that there is too great centralisation of subjects in the War Office. Do you think that that leads to too much minute writing and, that there is not enough conference to replace minute writing?—Yes, I do. The real fact of the matter is that there is no subject that you can mention in the Army, no question that can arise, that does not affect always more than one, and very often several of the branches into which the finance of the Army is divided, and that consequently whatever occurs, whatever is done, in one branch, some other branch, or more than one other branch, ought to be consulted before expenditure is incurred or underwritten. And that is where (I do not know whether the Committee will think I am justified in saying this) I object to the Order in Council of 1895. Up to 1895 all the Military Heads of Departments, if they had any proposal that they were considering, used to meet and consider it in concert, and each member of the Military organisation had his say and decided how it would affect his branch, and then it went as a considered proposal, with its expenditure (so far as we were concerned) thought out in all its details, to the Secretary of State. In 1895 those meetings were ordered to cease, and the Army Board, composed of the same men, was created; but they were limited to the consideration of any question that was sent down to them from the Secretary of State. So that the Secretary of State expressly provided that individuals should go to him, that every question that he got submitted to him was not to be considered

until after he had considered whether it should be considered at all; but he did not in this way get information upon which he could found a judgment as to whether it should go to the Army Board. I think I am justified in saying this, because to my mind it is at the bottom of the whole thing. Unless you can bring the Army together and let the different branches of the Army, as we do in the district, and as we ought to do at the War Office, consider in concert all Military proposals, you will fail to get proper co-ordination.

8173. Then your opinion is that any fresh Military proposal should go up to the Secretary of State from this consulting body, instead of being sent down to it to consider?—Yes, that they who create should consider it before it goes up to the Military policy of the country.

8174. Is it your view, as a general principle, that the Military heads of the spending departments should administer their own Votes without let or hindrance, and subject only to subsequent audit?—Subject to the directions that they receive from the Military policy of the country, which would be administered by the Secretary of State. I do not think that the head of any of the spending departments should go and spend what he likes on what he chooses; that must be settled for him as a question of policy.

8175. I mean the policy having been settled, and that policy determining the Votes of each of the Military Heads, do not you then think that they should be held responsible for their expenditure with nothing but the audit afterwards, to see that it is spent according to the regulations?—Yes, I think so. When I took over the executive part of the Supply and Transport Department of this Office from the Civil side, I begged and prayed them to allow me to have the accounts, and they absolutely refused. I said "The thing is ridiculous," but they said "The account is in this house, and you can have any papers you like to send for." I said, "That is not what I want; I want to be able to tell my examiners what to look for." They said, "Anything you tell them to do they will do;" but they do not, and I was not allowed to have the accounts. There is a long correspondence about it—it is an old paper now, I daresay it is in the archives somewhere, but I think Mr. Gibson will recollect that is what happened. Now, I maintain that that is absolutely wrong; I was given this Vote nominally to administer, but the only way in which I could check the administration was by constant and careful supervision of the expenditure, and as the officials who were doing that work were not under me, I was precluded from doing it; I gave it up—I could not do it.

8176. Then you would absolutely divide accounts from Audit; you would place the Accounts under the Military Heads and leave the Audit to the Civil Branch?—Yes; in my opinion, I never met an Accounts' Branch gentleman who knew what auditing meant. They call accounting, audit; I do not.

8177. You draw that distinction that the accounting should be under the Military Head, and the auditing on the Civil side?—Yes, I do.

8178. (Colonel Miles.) In regard to what you said to Sir George Clarke, you are very much in favour of simplifying the Regulations, are you not?—I am.

8179. Do not you think it would have a far-reaching effect if we could both revise and draw up the Regulations in better form as regards simplifying the accounts generally and reducing the difficulties of audit?—I think it would have; I have myself in this house simplified two sections of the Regulations, and I believe there has never been a question since. Everybody has admitted that they have worked extremely well; that is to say, changes were made in the whole of the fuel and light arrangements, and changes were made with regard to Barrack Accountants. In each of those cases we proceeded on the principle that I advocate for the whole Army, that is to say, that local accounts should be locally audited.

8180. And, generally, while you were Quartermaster-General, the Allowance Regulations were simplified with advantage?—They were practically re-written, but not so much simplified as I should like.

8181. Going back to the question of the Messing Allowance which was given, I daresay you know the conditions are that the man must be 19, he must have six months' service, and those six months must not

include any day in hospital or on furlough. Those conditions you do not think were put in by the Military Department?—I am sure they were not; in fact, I know they were opposed at the time.

8182. By the Military Department?—Yes; some of the Military may have agreed, but I know some who did not.

8183. Do not you think it would very much assist matters if we went further towards consolidated pay instead of as we now have it, Pay and Allowances?—Yes, so far as we could go, but that is rather a large question, and it is a difficult question. Bearing in mind that we serve in such a vast number of different climates, and so on, it is a very difficult thing to lay down fixed rules for Pay and Allowances, but I should be inclined to consolidate more than is now done, if it were possible. I think you might consolidate more, but it is a very difficult question.

8184. The late Sir George Lawson was rather opposed to that, and saw great difficulties in going any further in that direction?—I think so.

8185. Was the subject taken up while you were Quartermaster-General?—I took it up at one time, but Sir George Lawson did not want it, and whatever he objected to I always dropped.

8186. Could it not be done, at any rate, as regards men to a certain degree—I mean to say with regard to the Extra Duty pays and Extra pays which are now given, could they be consolidated with advantage?—Some of them might, I suppose; it is not a matter that I really can say I have very fully considered. I know that Sir George Lawson thought it was very difficult, and I followed him. You see, in the old days, the War Office and the Horse Guards were in opposition, and whenever the War Office wanted a soldier to do anything they gave him extra pay. Now that we have got into one house, a good deal of that could be done away with, but it wants a biggish man to do it.

8187. I understand that you would define the responsibility of the General Officers Commanding broadly, rather than, as you say, putting odd jobs upon them?—Yes.

8188. Would you effect that by broadly-drawn regulations and financial decentralisation, or how would you effect it?—The Military policy of the country, that is to say, the main lines upon which expenditure should proceed, and by which it would be limited, would be fixed by regulations which should be drawn up by the Secretary of State, and, subject to this, the General Officer Commanding should administer them, and he should have the right of allowing or disallowing the marginal expenditure that there is. It is not a very large sum of money. There is somewhere in this house (it might amuse the members of the Committee) a minute of mine on that very question. I wrote very fully at the time because I was very angry. The Treasury allowed us 500*l.* to meet mistakes not exceeding half-a-sovereign each, and the War Office at once proposed to divide the 500*l.*, which came out at about a halfpenny a man in the Army, in that proportion, and everybody was to be tied down; the General Officer Commanding was to report every payment that he allowed or disallowed, and he was not to exceed a certain fixed sum. Of course, that really doubled his trouble without giving him any responsibility at all. I should say let the General Officer Commanding settle everything. I am bound to say that of late years we have been moving on those lines, but I would let him settle everything and hold him disciplinarily responsible. If he knows that he has to pay in his own blessed person for doing wrong, nine times out of ten he will do right, and that is the way we ought to manage it, I think.

8189. You would make the Military bear the responsibility for the expenditure on the Votes; is that correct?—Yes, whatever the money is allowed for they should be responsible for its being properly expended, subject to audit.

8190. They would have the accounts with them and the audit would be separate?—Yes.

8191. When you were Quartermaster-General we could only see the accounts, I will not say on sufferance, but by going down to look at them?—Yes, as an act of grace.

8192. And we did on several occasions find things which had been passed, and properly passed, but which we were able administratively to economise?—Yes.

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8193. Such as hirings?—By supervision of the account you can review your expenditure as a whole. I know there was a large economy effected both at Bermuda and Malta, I think at Malta over 1,500*l.*, by changes in the distribution of boat transport. That was able to be done by that sort of review, but to do it you must have your accountants under your own direction.

8194. Then the Accountant-General's Department would remain, so to speak, as the Audit Department?—Yes.

8195. At present we have no real financial responsibility?—Not a ha'porth.

8196. (*Sir Charles Welby*.) Whom do you mean by "we"?—The Military.

8197. To take you back for one moment to that system which we spoke of when you first came in, which was suggested to Mr. Dawkins and me when we were at Aldershot with you the other day, by your Principal Ordnance Officer, I think, under which the Commanding Officer of the unit should receive an annual credit of a certain sum for keeping up the equipment of his unit, may we take it that in your view that suggestion contains the germ of the principle that ought to be applied higher up and all through?—Yes, it does. I would give every man that I could as much responsibility as I could, and where you give him an annual percentage of material, I would give it in moneyed value. I would let him draw what stores he wants against that annual credit.

8198. Let us try and apply that higher up. Would you, for instance, credit the Commanding Officer of a unit with a certain sum for clothing, and make him responsible for clothing his battalion within the limits of that sum?—No, I should not do that. I would follow out in that case the proposal which is already in this house of Lord Brownlow's Committee which I advocated for years. I would credit the men with so much money, and let them buy all their clothing as they wanted it; the money would go to the individual men, and the officer would not be responsible; he would not have the money at all, but if a saving was made by saving the clothing, the men would get the advantage of that. The officer would be responsible, of course, that the men were kept efficiently and properly clothed.

8199. (*Mr. Beckett*.) Might the men buy their clothing where they pleased?—No, only at the Store.

8200. (*Chairman*.) Would you give the men the money or a credit on the Store?—A credit.

8201. And any unexpended balance would go to them?—Yes, that has all been threshed out before Lord Brownlow's Committee, the report of which was suppressed for some reason. It was a child of mine.

8202. (*Sir Charles Welby*.) Then, in effect, taking the question of Supplies, would you advocate a system under which the General received a credit for a certain sum for all the Supplies required in his command, and was allowed to purchase Supplies within that amount at his discretion?—I think you could do so in time, not immediately. I think in time we could go very much further on those lines than we have gone at present. As you know, I was fortunate enough some years ago to persuade the powers that were to allow the General at Aldershot to buy all his forage, and undoubtedly we have improved the quality of our forage very much by that, by eliminating contractors and buying direct; and we trained our Army Service Corps for Military purchases with very good effect. I think very soon we shall be able to say that a Regiment will cost so much a year, and the General Officer Commanding might very easily be expected to purchase up to this amount the forage either from Government or from contractors, and so administer the money himself. He is allowed now to do it to some extent.

8203. I do not really quite understand what the system is now with regard to Supplies; do you make purchases from time to time whenever you require them?—Whenever we require them I send up and buy a ship load of oats, say.

8204. But how does that affect the Vote that has been passed by Parliament for forage?—I pass that bill to the War Office and they pay there from the Vote.

8205. (*Mr. Beckett*.) Do they let you know beforehand how much you have to spend on forage?—No, what limits me is the quantity of forage I give to each horse. That is fixed by regulation.

Gen. Right Hon. Sir R. H. Buller, G.C.B., G.C.M.G., V.C.

13 March 1901.

Gen. Right
Hon. Sir
R. H. Buller,
G.C.B.,
G.C.M.G.,
V.C.

13 March 1901.

8206. (Sir Charles Welby.) Then you are tied by regulation?—Yes.

8207. Therefore you are in the same position as the commanding officer of the unit we were speaking of just now; you have no incentive whatever, either you or your staff, to any economy if any were possible?—Every one must be tied to some extent by regulation; my objection is, that our regulations are too wooden.

8208. If you could economise by turning a certain number of horses out to grass for a certain time at Aldershot when they were not wanted, you would gain nothing by having saved oats?—There is not enough power to give and take. I am quite certain that if you could make men take an interest in what they are doing by their getting a little pull in their own way every now and then, they would think more, and eventually you would find that you would get a more economical administration.

8209. Then you see no reason why, taking this case of forage for example, you should not be given an annual credit based on the number of horses in your command, within which it would be your duty to maintain those horses?—No, I should like that.

8210. And account for the expenditure?—Yes.

8211. And in the same way, I suppose, still more with regard to the Ordnance Stores for which your staff indents on Woolwich; if it is a good thing for a commanding officer of a unit to be able to draw on an annual sum, it would similarly be a good thing for you, and for your staff, to be able to draw on Woolwich against a creditor for all they want?—For all the ordinary stores I should like them to be moneyed out and represented against a cash credit.

8212. That you should have a balance to your credit against which you should draw?—Yes.

8213. And for the expenditure of which you should account?—Yes.

8214. And you would see no practical reason why that should not be carried out?—No, I think it could be carried out very well.

8215. Is it not your view that the War Office does not really give General Officers its confidence even in regard to those matters which it professes to delegate to them?—That is so; there is no matter in which I, as a General Officer can say to the War Office, "This is my business and not yours."

8216. That is to say, you are allowed to do what you describe as odd jobs so long as you do them exactly in the way the War Office thinks right?—Or so long as you are not found out.

8217. But directly you do things not in the ordinary way or in a way that does not commend itself to the *prima facie* view of the War Office your action is at once criticised and challenged, and that destroys your sense of responsibility?—Yes, that is what I feel. I feel that just within my own little Bailiwick I can do it because I am not found out, but if I have to go outside and write about one of my officers in some other district, I at once learn that what I am doing is not entirely in unison with the spirit of the powers that be. That is to say, they usually show me by the questions they ask that they do not trust my judgment.

8218. But within your own Bailiwick you consider that you have a fairly free hand?—Yes; as I say, of late years Generals have been allowed much more discretion than they used to be.

8219. Then I was only going to ask you one or two questions with regard to the remarks you made as regards the Adjutant-General's meetings. To begin with, let me say at once that I am inclined to agree with you that that co-ordination which was produced by the Adjutant-General's meetings has not been replaced by anything else, and is very much wanted; but is it not the fact that the reason why the Adjutant-General's meetings were abolished was not because the necessity of the Departments working closely together was not recognised, but rather that for good or for evil the system under which the Adjutant-General was responsible for the whole business on the Military side of the Office was done away with?—No, that is not the fact; that is an entire mistake. It is a fact that the Adjutant-General's meetings, as meetings, would have ceased to have been called Adjutant-General's meetings; but they would have continued as Commander-in-Chief's meetings and under the Commander-in-Chief the general supervision that had been exercised by the Adjutant-

General would have been maintained; and it is a fact that every single officer who was a member of those meetings was most anxious that they should be continued; and it is also a fact that they were discontinued by definite order. We did continue them for a while, and were told it was wrong.

8220. Adjutant-General's meetings?—No, as Commander-in-Chief's meetings.

8221. But they continued to be referred to in the Office Papers as Adjutant-General's meetings?—Because they had got the old name. But the reason that was made clear to me was this: they were stopped because they were contrary to the regulation. It was said, "Those officers are members of the Army Board, and they are not to consider a thing until it is referred to them by the Secretary of State." The consequence was that everything that came to the Army Board was never considered at all.

8222. With reference to that I should like to refer you to a paragraph in the "Details of Office Procedure"?—What date is that? I am talking of 1895.

8223. But this was laid down in 1895: "(1.) The Head of each principal Military Department will be responsible for questions belonging to his Department, and for submitting them (when higher authority is necessary) to the Secretary of State in a complete form, showing fully all the considerations involved. (2.) When the question affects more than one of the Military Departments, the head of the Department dealing with it will refer the Papers to the other Department, or Departments, concerned, in order that the question may be considered in all its bearings before submission to the Secretary of State. (3.) All important questions will be referred to the Commander-in-Chief before submission to the Secretary of State. Questions which do not require the Secretary of State's decision, but which affect more than one of the Military Departments, will be referred to the Commander-in-Chief for decision"?—Quite so; in place of consultation and concert a system was introduced of sending papers all round the house in Minutes, which cause endless delays, and when a man writes a Minute it is not the same thing as conversation round a table; that is what was done, everything had to be by Minute, and that made the labour so great that, as a matter of fact, nobody ever wrote his opinion on those papers; you cannot do it. In this War Office a man in the upper offices is very hard-worked indeed, and however good he may be (and I think that anybody who knows me will say that at any rate I get through papers quick) he does not care about slaving all day long answering Minutes that have often nothing whatever to do with the main question at issue. Besides, it is not the same thing; when you write a minute you record your private opinion at the moment; where you have concert your opinion undergoes constant modification by the opinions expressed by your conferees.

8224. But I do not think you would contend that you were ever prevented by any rules laid down in the office from practically settling any question with the Heads of other Departments by personal conference, if you wished to do so?—I was ordered not to have those meetings—ordered—and that ended our power of consultation. And with the Adjutant-General's meetings disappeared the Quartermaster-General's meetings too, to the great loss of the Works Branch.

8225. I never heard of the Quartermaster-General's meetings. I am quite sure the Secretary of State never abolished them?—They disappeared at the same time. There were meetings once a fortnight at the Works Branch where the Quartermaster-General and the Inspector-General of Fortifications considered all questions from the point of view of the soldier as well as from the point of view of the Engineer. All that went with the Order of 1895, which really laid down that the only means by which these different Heads of Departments were to communicate was by minuting to one another; and that, in this house, to my mind, is insufficient, not to say impossible.

8226. (Chairman.) You minuted to the man in the next room?—Yes, you minuted to the man in the next street sometimes.

8227. (Sir Charles Welby.) All I wish to make clear (and I think you will agree with me so far) is that the motive in doing away with the Adjutant-General's meetings as such was to break down the system under which the Adjutant-General not only did the work of

his own Department, but practically controlled the detailed administration of the whole Military side of the War Office. That control centred in him, acting on behalf of the Commander-in-Chief, and that was held to be undue centralisation. The point that appears to be of practical importance now is in what form you would propose to revive that function of co-ordination, the loss of which you think has been so detrimental to the work of the War Office; do you think that all that is required would be provided by the Army Board being freed from all limitations on its meetings, and on the subjects referred to it?—I never understood what the motive was. The Adjutant-General was at the moment Chief of the Military Staff; his duties were not centralisation, but co-ordination; he was refused opportunity to exercise his duties, and, as you justly observed just now, co-ordination disappeared. I consider that no question of fresh expenditure, of increase of numbers, or of change of policy should be submitted to the Secretary of State until it has been discussed by a meeting of military members under the presidency of the Commander-in-Chief or any representative whom he may appoint.

8228. Do you think that such a Board, apart from the question of considering new proposals, could really undertake the function of keeping the different Departments up to the mark and in touch with each other in the ordinary current routine business of the Departments; is not the Army Board, with the Commander-in-Chief at the head of it, rather too big a hammer for cracking these innumerable small nuts which turn up?—I do not want to quote myself as an authority, but I have tried it, and the principle upon which I worked worked extremely well; at least, that certainly was the general opinion. We had a secretary of the Adjutant-General's meetings, and there was a day fixed upon which those meetings were held if wanted, and it was open to any member of the meeting to go to the Secretary and to ask to have a meeting on that day, specifying what members he wished to come, and what subject he wished to bring forward, and the Secretary exercised his discretion as to whether he would add others, and nobody was called up unless wanted. There were a great many questions that did not affect one member, perhaps, and he was not bothered to come, but I found that every month that those meetings were in existence there was more and more demand for them, and more and more work was done at them.

8229. Then you would make the meetings of the Army Board very elastic, that is to say, that only such members of it should meet as were really concerned with the business in hand; that there should not necessarily be a full Board on every occasion?—The meetings should have no executive functions at all; the Adjutant-General's meetings never relieved the departmental chief of one iota of responsibility, and neither should the Army Board; it should be merely a consultative meeting to get a thing considered in all its bearings by those officials who have a knowledge of all the bearings and can look at it in its different lights. The different members know what they are going to talk about, and the business is done in five minutes generally. In short, co-ordination is secured by co-operation and concert.

8230. I had in my mind such cases as we have heard a good deal about in evidence, cases where the Inspector-General of Fortifications and the Quartermaster-General, for instance, carry on a long discussion with regard to the site of a barrack or the geographical position of a rifle range?—Those used to be settled at the Adjutant-General's meetings, and settled at once.

8231. But the Army Board would be rather too big and cumbersome a machine to refer those questions to, which are very numerous, would it not?—I do not know how matters are regulated now; when I was in this house the Army Board was a farce; one never had the papers circulated beforehand. A paper used to be sent round saying that the Army Board would meet on such and such a day, probably within two days, and would consider such and such a subject; there were many members who had never seen the papers. You sent for the papers and were told they were in the Secretary of State's room or somebody's room; anyhow you could not get them; you went to the Army Board without having seen the papers at all, and it is impossible with a mass of War Office papers for four or five men sitting round a table to pick out the inside of

them and decide at once. Therefore, whoever it was said, "I want so and so," and everybody else agreed, and we treated it as a farce. The difference between the Army Board and the Adjutant-General's meetings was that the latter considered proposals of the head of a department, the former considered propositions formally submitted by the Secretary of State.

8232. That was a matter that rested with the Chairman of the Board, the Commander-in-Chief, and the Secretary of it?—No, I beg your pardon; we several times made representations about the necessity of circulating the papers. And the same with the meetings of the bigger Board, the War Office Council. I have been scores of times into the Secretary of State's room, never having seen a single line of the papers I had to give an opinion upon.

8233. My recollection is that the papers for the War Office Council were always circulated two or three days beforehand with the greatest regularity?—Perhaps the first man who got them kept them.

8234. No, circulated to every member of the Council?—No, I assure you it was not so.

(The Secretary.) That is a very excellent custom recently introduced.

8235. (Mr. Beckett.) Apparently, then, you do not consider that there is any necessity for having both Adjutant-General's meetings and the Army Board; that the one was concerned with practical business, and the other is concerned with discussions that have been more or less empty of result?—I do not. I should like to drop the name Adjutant-General's meetings, because it was a false name to begin with. They were called Adjutant-General's meetings, because we had nothing else to call them. But I am of opinion that every subject should be considered twice; it should be considered first of all as a Military subject by the Military members in all its bearings as it affects the different Branches, and then if they agree upon its importance it should go to the Secretary of State, where it would be considered as a matter of military policy.

8236. And should it be discussed by the Military members in the Army Board, or where? How would they meet together to begin with?—That would be at a meeting of the Military members—the Army Board if you like to call it so—with, if you like, financial help. We used to ask Sir Ralph Knox to come sometimes. But a question should be considered first of all purely in its Military bearings, and when they had made up their minds that it was a sufficiently useful Military thing to submit for consideration, then they should submit it to the Secretary of State, and he would consider it in its bearings on the Military policy of the country.

8237. He would consider it in the War Office Council, I suppose?—In the War Office Council?

8238. Not necessarily?—No, he would do what he liked with it; he might send for all the individual members and argue with them. I quite think he should, and he always has done so. Long before 1895, everybody went into the Secretary of State's room who was sent for and gave his opinion absolutely independently.

8239. And you think it is essential for the efficient working of the Army that the Army Board should be set up again somewhat on the lines of the Adjutant-General's meetings, and should hold its meetings at fixed periods?—Yes, I do. I consider it essential that there should be a Military conference upon the subjects that cause expenditure or affect the policy, as a first step towards their introduction to the Secretary of State. In fact, that there should be co-ordination at an early stage.

8240. The next point I gather that you think is of great importance is the simplification of Regulations; how is that best to be done; would you do it by appointing a Committee to consider the Regulations?—No, I would not. I should do it by throwing work upon the Generals, and as you find they take it up, I should give them more and more power by opening the Regulations.

8241. If they found any Regulation worked badly, they could write to the Secretary of State and ask him to revise it?—Yes, if they complained; if they found their hands tied, and thought they could do better if a change was made.

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13 March 1901.

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V.C.

13 March 1901.

8242. Do you think that their complaints would be attended to?—Yes, I think they would be. The War Office are very fair, they try to do their best. They have a system that is almost impossible, and I think it is astonishing how well they work under it.

8243. Do not you think it would be a good thing, now that these new Army Corps are being constituted, for representatives from all the Army Corps to meet together and consider the whole body of Regulations, with a view to their simplification?—You want something to go on, you know. These Army Corps at present are only on paper, and when they are coming off paper I cannot tell you; but even when they do come off paper it will be some years before they will have enough experience, I think, to be able to re-write Regulations. I would much rather go on tentatively; let the present Regulations stand and give the Generals power to administer them, and then if you find they are taking up the work and doing it well, open the Regulations and make them more elastic.

8244. And lastly, you seem to think that the essence of decentralisation lies in conferring larger financial authority upon the General Officers commanding?—The essence of decentralisation lies in the distribution of power, I think. You may call that power financial authority, I quite agree, that is one fair way to put it, but I would let the General be able to give decisions, and those decisions, so far as the subject they are given on, should be final. Hold him personally responsible that they are good and wise and proper, but they should be final; he should be responsible for them.

8245. And, speaking generally, would you not say that all matters which involve no principles of Military policy, and could be dealt with locally, should go before the General Officer Commanding for decision, without reference to the War Office?—Yes, I think so.

8246. I have before me a whole list of proposals dealing with quite small matters, such as nominations to posts or change in the occupants of posts, which have to be referred to the War Office; all that sort of thing might be settled locally?—Some locally, and some not. There again, with our scattered Army, and constantly changing units, you cannot lay down a hard and fast rule; there may be some that ought to be settled locally, perhaps a proportion of them ought not to be. At Aldershot, for instance, I have a numerous command, and more men leaving the Army want quasi-civil positions than Aldershot itself, which is a very small area, would provide, and it would be fair that

some of them should go to another, say the Northern District, which is a very large one. Therefore, I do not know that I should be prepared in this room to lay down any general rule, but, speaking broadly, I agree.

8247. But if you wished at Aldershot to change a man from some small post to another, surely it would be absurd to refer that to the War Office?—I do not think I should do that now.

8248. In some cases you would?—In very few.

8249. And with regard to giving the Generals larger financial powers, it is stated that the power given to General Officers Commanding to deal with contracts for work not exceeding 2,000*l.* is merely nominal; do you find that is so?—I think that is so.

8250. That ought to be made real, surely, instead of nominal, that he should have absolute power of dealing with contracts for work not exceeding 2,000*l.*?—Yes, there is not a proper definition of the responsibility. The General has got no responsibility; that is what it comes to, and that comes out in every one of those points. I cannot say at Aldershot "This is my business; I decide that." I do, I believe, now decide a good many more things than some of my predecessors did. But I do not know, I have no actual point to guide me, as to whether it is my duty or whether it is not, and I have no means of finding out except by referring to the War Office.

8251. (Mr. Gibb.) There is a want of written definition of the General's power?—There is a want of a definition, perhaps I should say of a system—

8252. (Mr. Bockett.) You consider that all powers that can be exercised by the General Officer Commanding, without reference to the War Office, should be really laid down so that he may know where he is?—I want some plan to make the General Officer's decision final, and to arrange for hauling him over the coals if he is wrong. He can ask the War Office before he does a thing if he likes.

8253. And that is not laid down?—No such plan is in existence.

8254. And you think that it is very essential that it should be if you are going to try this new experiment of these new Army Corps?—I do not base any demand upon the new Army Corps; whether they come or not I should like to change the distribution of responsibility in the direction of throwing more responsibility on Generals by giving them more power.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

TWENTY-SIXTH DAY'S MEETING.

TWENTIETH DAY'S EVIDENCE.

At the War Office.

Thursday, 14th March 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, Secretary.

Lieutenant-General Sir WILLIAM F. BUTLER, K.C.B., examined.

8255. (Chairman.) You have served in the War Office for some time besides having held District commands, have you not?—Many years ago I was here for about five or six years, I have often been on what one might call odd jobs since in the War

Office, but for a connected period I was here from 1875 to 1880, I think it was.

8256. In what capacity?—In the Quartermaster-General's Department of that day.

Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.

14 March 1901.

8257. But you have been in and out of the War Office a great deal since then, have you not?—Yes, very much.

8258. And, therefore, you are familiar with its working?—Yes, I was a member of a Committee which sat here about three years ago, of which Colonel Miles was Secretary, called the Decentralisation Committee.

8259. In your letter to us of the 8th of February you have told us in general terms that a district should resemble the organ of a healthy body and you also referred us to an answer which was given to you before the Decentralisation Committee by the Duke of Connaught, to the effect that Reports should only be made from the Districts when matters were unsatisfactory. Has much change resulted in the Districts in the direction of Reports since the Decentralisation Committee sat?—I cannot say that a very large change has resulted. I should say not. I can account for that as we go on unless you would like to have the reason now.

8260. I think if you could give us the reason now we should like to have it?—A certain number of detail matters were decentralised, and no doubt they have all worked well, but they were not of a radical nature, not of a large nature, and in many instances they have resulted in causing correspondence; that is to say, a General is often called upon to say why he did so and so. I would compare decentralisation of that kind very much to sweeping a walk in November, you have to do it again and again. In any mere decentralisation of papers they are found to come back again, in five years they will all be back as they were. I allude merely to transferring the business to another place. I do not think that you will ever arrive at any very important result unless the foundations of the work are changed.

8261. You gave some rather striking evidence before the Decentralisation Committee to the effect that masses of reports were sent up from the Districts, but they seemed to get into pigeon holes here and never to reach the responsible officials to whom they were directed, and that when the War Office ever wanted to know of anything—ever wanted any information in a hurry—it did not refer to those reports, but at once communicated with the District?—That was my impression then, and it is my impression still. I think that the telegraph has practically superseded the necessity for this mass of writing. I think anyone in an ordinary transaction of business must find that, and still more so in a large business.

8262. Then your impression is that these reports which reach the War Office are so little digested that when information is wanted from the District it is not to the undigested and unread report that people turn, but that they rather consult the District by means of the telegraph?—Yes; I should be inclined to go back to the foundation of things to trace it. The Districts were originally established for quite another purpose. They were established, I believe, by Oliver Cromwell for the suppression of the Royalists; that was the *raison d'être* of the Military Districts; he put a Major-general at the head of some eight or nine Districts in England. All that, of course, has passed away, but the Districts have gone on. Then they eventually came to be sub-districts of the War Office, we will say, at a time when a letter took two, three, or four days to reach them; one sees the *raison d'être* for them there. But when you have practically centralised everything, transport, communications, telegraphs, and the rest of it, the necessity of all that written report seems to me to have gone.

8263. A certain number of these reports and returns, I understand, are asked for by Parliament?—A large number, but that information is invariably collected by telegraph.

8264. But Parliament also orders a certain number of actual returns and reports?—Yes; but I mean so far as relates to the information coming to the War Office from the District that is telegraphed for:—“Can you say so-and-so?” or “When will such and such a ship go?” Anything wanted for a Parliamentary answer is nine times out of ten got by telegraph.

8265. But returns such as those to do with the physical qualities of the troops, the height and measurement of the troops, which are made up in the district and sent to the War Office are prescribed for annual returns by Parliament, and I suppose are necessary for statistical and other purposes?—I am

scarcely competent to give an opinion upon that because it is a matter between the War Office and Parliament, but I do not see that these elaborate reports ought to be necessary. I think it might be done in a much more simple way. Take, for instance, the Army Service Corps returns. They have to give an anticipatory estimate of what their expense will be for the coming year. They are absolutely in the dark about it, and their figures are taken, I will not say at random, but they are of no use. Take, for instance, such a station as Pembroke Dock; we have to estimate for that station for the coming year. Who is to fix the garrison of that station? It may change in a month. It has changed in a month, and will again change in a month. So that all that, which is a most elaborate and extensive calculation, really amounts to nothing. It is not a reliable return and it cannot be. I have brought some of them to show you what they were. If you take any sub-district in a District, the Army Service Corps officer has to estimate what his expenses will be for the number of troops and the number of horses for the ensuing year, he has to go into fractions, of an immense number of items, but it is all guess work. It would be much better for him to say, “My District has cost so much for the last five years, eight years or ten years, and I do not see any reason why it should cost more next year, and I do not see any reason why it should cost less,” unless he should see that reason.

8266. But are those figures prepared for the purposes of the estimates?—They are prepared first of all in the sub-districts for the information of the General Officer at the headquarters of the district, to be sent by him here in order that estimates may be made out.

8267. That is to say, for the purpose of the estimates to be presented to Parliament?—Yes; but I hold that it is not necessary to go into those voluminous calculations; the garrison may change and the whole thing go wrong. You are estimating upon impossible data. Take last year; three times the estimate would not have covered it—four times, five times.

8268. But that is, I suppose, an objection to which the whole system of estimating is open?—I cannot see that this amount of clerical work is necessary. As I say, it would be better to take a lump sum. “I spent so much last year at Pembroke Dock, at Bristol, at Taunton, at Exeter, so much in this Western District.” “I expect I will spend that again.”

8269. (*Mr. Beckett.*) That is in maintenance?—No; for the purpose of forage, food, horses, transport by water and by land—all those matters.

8270. (*Chairman.*) I suppose the estimate is made for what is considered the nominal number of troops at these places?—Yes.

8271. Although it may be changed?—Yes, they may all go away—or the garrison may be very much increased. I admit, of course, that the preparation of an estimate is necessary—of a sum—but I cannot see that this amount of clerical work is necessary in producing a thing which is eminently unreliable when produced.

8272. You mean that the estimate then is done at too great detail?—It is not only done in too great detail, but it is unreliable after the detail has been gone through and the work done. It is guess work, elaborately set out in figures and words.

8273. Because of the changes that may supervene?—Yes.

8274. The troops may be taken away for other purposes?—Yes; the man who is making the estimate is only going by the gross total. He is not going by these little things that he has to write and copy and send in in triplicate.

8275. Do you mean to say that the Army Service Corps has to estimate so much forage for each small unit?—Yes, for everything. His assistant officers have to send him in on a large printed form, I cannot remember the letter of it now, Colonel Miles will probably know, this estimate, which is prepared in sub-districts and all out stations, and sent to the Assistant Adjutant-General B. Then he has to collate it, get it down into his own estimate, and forward his own estimate up.

8276. He summarises it?—He scarcely summarises it.

*Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.*

14 March 1901.

Lieut.-Gen
Sir W. F.
Butler,
K.C.B.

14 March 1901.

8277. (*Sir Charles Welby.*) He embodies it?—He embodies it. I should not say he summarises it because he has also a vast amount of work to do, and so have his clerks.

8278. (*Mr. Mather.*) What does the General Officer Commanding do?—The General Officer has of course, to take the *ipse dixit* of these officers in the out stations that it is all right. He looks at it, he sends it up.

8279. He is the medium, he signs it?—He signs it; that is to say, he signs the covering letter with which it is forwarded.

8280. (*Chairman.*) Then I understand you to say that something more radical is needed than doing away with the mere overlapping of reports here and there that was done under the decentralisation Committee; but in an answer you gave when you appeared before the Decentralisation Committee as a witness, I think you rather rejected the idea that the Generals should be given very large powers of administration and authority in matters of expenditure?—Did I object?

8281. Perhaps I misunderstand your answer? The question put to you was, "To what extent would you give 'Generals in districts uncontrolled powers of administration and authority in matters of expenditure'?" and you said, "By no means. Nor can I see how this 'state of freehand action could ever arise. We have 'the most close and exact codes of regulation and 'orders upon every branch of Army administration. 'There is no difficulty whatever in following the 'uniform system therein laid down. It ought to be 'the easiest system possible, and reference to a central 'body, upon the work of a district should be a rare 'occurrence, instead of being as it now is a matter of 'great volume and constant occurrence.' I may have misunderstood you, but I rather read that to convey the opinion that you did not see the necessity of giving the Generals very large powers of administration and authority in matters of expenditure?—I did not quite mean it in that way. What I meant was this. We must take all these questions in the relation, I think, in which they stand at the moment they are put. The tendency was to think that the General might launch out into the most extraordinary expense if he were given this free-hand action, and it was that that I was combatting.

8282. (*Colonel Miles.*) It was the word "uncontrolled" at the time, I think, that you took objection to?—Yes; there had been a good deal of evidence taken, as the Report will show previously, and there had been a tendency to object on the part of some high officials here to giving Generals uncontrolled action. Certainly I took the word "uncontrolled" to mean something very big. It is said that once a General Officer in the South-Eastern District drove the coach from Calais to Paris for three months. That would be "uncontrolled" action. He horsed the coach and he drove it; he was a distinguished officer and a great friend of the Duke of Wellington, but that was the sort of thing that I meant when I said uncontrolled action. I did not mean action that referred to buildings or barracks, or camps of exercise, or things of that sort.

8283. (*Sir Charles Welby.*) Your position would be that he should have as far as possible a free hand within the Regulations?—Within the Regulations, within what would be the case in any great commercial or industrial undertaking. I think at that time Mr. Ismay, if I recollect aright, said that they covered their Captains to the extent of 30,000*l.* in the Pacific. That seemed a very big order: I did not think it necessary to go so far as that. But I could answer the Chairman's question at once in this way: I see no reason why the General Officer Commanding, being a proper General Officer and fit for his post, should not sanction all the expenditure that is now sanctioned, with the exception of the construction of a new barrack or any new work of that sort. I make a broad difference between maintenance or ordinary expenditure that would be merely required for the year and what would be necessary for a period of years.

8284. (*Chairman.*) You are referring now principally to works?—Yes. I think if it was a matter that would necessitate an expenditure say for many years to come, such a matter as that ought to be controlled; but if it is merely a question of maintenance, if the roof of a barrack has to be kept on, or the floors preserved

from falling down, or the fences repaired, or anything even of a much larger nature than that, I think the General and his staff should have the power of doing that.

8285. Then do I correctly understand that under Parts II. and III. of Works, you would give the General authority up to, at any rate, a certain sum?—I would.

8286. To settle what works should be done, to make the estimates and see to their execution, without reference to the Inspector-General of Fortification, who is the great centraliser, I gather, in your opinion?—I think his is the department in which the authority of the General Officer is more, I will not say hindered, restrained, perhaps, would be the best word, than anything you can mention, and Parts I., II., and III. are purely imaginary parts. We put I., II., or III. down, but what do they differentiate—that is the point? I do not see that they differentiate anything that is very important that the General should not do. If he can do Part I. he ought to do Part II. and III. I think a sum of money would be perhaps the better way to differentiate than to say Part I., Part II., and Part III.

8287. (*Sir George Clarke.*) Is not that the case now? Is not the differentiation a question of money?—Not in all the parts. I never can see the meaning of Parts I., II., and III., except that they are bulkheads, to prevent expenditure.

8288. Would you rather see a distinction merely drawn between Maintenance Services and New Services?—Yes.

8289. That would be simpler from the District point of view?—Yes, it would be simpler.

8290. (*Chairman.*) Then would you give the General authority over New Services and Maintenance Services or over Maintenance Services and New Services up to a certain amount?—I would give him authority over Maintenance Services, being on the spot and knowing what should be maintained and seeing it with his eyes, or with the eyes of his Staff, and as to New Services I should draw the line in the matter of expense. If they were small things that were necessary, guard-houses, cook-houses, and so forth, construction of Warrant Officers' quarters, improvement of an existing barrack. I think there is no reason why, with the excellent Staff at his disposal, he should not do them all.

8291. Could you give us some idea of what that limit would be in your opinion?—Is it not 2,000*l.* now?

8292. That is for contracts?—I do not see why it should not be 5,000*l.* I will take it in an easier way. I see no reason why he should not be allotted the amount of money which his District costs over an average of five, six, or seven years, and why that should not be given him each year. It would simplify matters to maintain his District and to improve his District so far as he could improve it.

8293. You would give him a Works Vcte for his District, fixed upon the average, say, of the last five or seven years?—Quite.

8294. And you would give him absolutely free power to deal with that, subject, of course, to audit?—Subject, of course, to audit, and subject to inspection; I think inspection hits off the check in the most desirable way.

8295. In regard to such small things as guard houses and married quarters, there are type plans here, are there not, with the Inspector-General of Fortifications?—Yes.

8296. Would you give him freedom with regard to plans, or should he get type plans for anything for which type plans existed, from the Inspector-General of Fortifications' Department?—I should be in favour of giving him the type plan, the uniform or accepted plan, because it is, no doubt, one that has been tested and found to work well.

8297. But as to things for which a type plan would not do?—I should give him freedom. Very often his Commanding Royal Engineer is a man who has filled a position at headquarters, others have been in quarters over the world, and he must be able to evolve out of his own head anything that was not laid down.

8298. Then if you gave the General his authority, that brings you on next to the question of contracts. A General Officer has now power to make contracts up to 2,000*l.*?—Yes.

8299. But it has been told us by one or two General Officers that the power is really practically an illusion, for this reason, that tenders are always invited from an approved list of contractors, that a General Officer can with great difficulty—he can, but with great difficulty—get a man removed from that list, and he can theoretically get a man put on that list, but at the same time the Director of Contracts here puts other men on that list without his knowledge and without consulting him; so that when tenders are called for from the approved list of contractors with whose placing on the list he has had very little to do, naturally the lowest tender is accepted, as all the men on the list *ex hypothesi* are equally good and capable; therefore the General Officer really has no power of throwing that contract into one or another quarter as he may desire?—Quite so. You would like my views on that subject of contracts?

8300. I should like your views on that subject?—I think that all contracts ought to be thrown open to the general public in the matter of advertisement, in the matter of notice. I think that is the first step to take to give as wide a constituency as possible to the contract.

8301. (*Mr. Mather.*) Do you mean to the public in your district or all over the country?—Everywhere in the country. If a man in London could supply the thing cheaper and better than a man in the Western District I think he should do it.

8302. (*Chairman.*) But it is a very usual thing even in private business to give out contracts to men of whose capacity you have satisfied yourself, to an approved list of contractors?—That is the working of the present system with regard to certain contracts. It is not with regard to coal, for instance.

8303. But with regard to works contracts?—With regard to works contracts it is. But I suppose what you really want to come to is whether it would work to the economy and efficiency of the Service.

8304. The point in my mind was whether you could not give the General a real influence upon contracts if he had a voice in the formation of this list of approved Contractors, if he had to be consulted whenever a man was put on the list—if he could put men on the list himself, or if he could take men off the list readily?—I think the principle that the General Officer should have a leading part in the decision of the contract is good. I can give you a case in point which occurs to my memory now. About 12 years ago I was commanding the troops at Alexandria, where we suffered very much from enteric fever. After examining the water supply and the rest of it, I came to the conclusion that the barracks was in fault, radically in fault.

8305. Was that the Kasr-el-Nil Barrack?—It was the Kasr-el-Tin Barrack, which was an old Egyptian barrack, and which we found afterwards had been built on the site of a plague graveyard. I came to the conclusion that our troops would never be right so long as they were there, and the next thing was to get them somewhere else. Accordingly, I proposed to hut them on the sea-shore at a place called Ramleh, three or four miles out. The Engineers were called on for an estimate; at this distance of time I would not be quite sure to 100% or even 1,000% what the estimate was, but I know it was over 30,000% and under 40,000%. That came home to England, and the answer came back that in view of such a very heavy expenditure as 35,000% or 36,000% or 37,000% the matter could not be entertained; it was a Foreign Office question, and they could not see their way to get the money. We lost some men the next year by enteric fever, and had the usual 50, 60, or 100 cases, and I went at it the second year and again came the estimate 36,000%; I do not think I am far wrong when I say that. In the meantime I had taken the precaution of getting in the town of Alexandria an estimate in a rough sort of way. I got a Maltese timber merchant who was there to give me an estimate of what he would build one hut for, which would hold 50 men, say, I am not sure whether that was the number, about that, and he gave me that estimate. I multiplied that by the number of companies, and I came to the conclusion that I could do this particular job for 12,000%.

8306. A good deal less than half; nearly a third?—So when the paper came to me again with this 36,000% I wrote on it, "I will do this for 15,000%," as I wanted to

have a margin, I did not want to be run in afterwards; and this went back and there was a good deal of excitement to know what I meant. I was asked what I meant. I said, "I mean what I have written, I will do it for 15,000%." "Do you wish that to go home to the War Office?" I said, "Yes, I wish it to go home to the War Office." So it went to the War Office, and in course of time, being on leave, I was told to come to the Adjutant-General's Office. I came, and he said, "What is the meaning of this thing you have written here?" "Well," I said, "if you want particularly to know, sir, it means that I will hut the regiment on that site for 15,000%, what I have said; and I think if you do not watch me very closely I will have 2,000% of it in hand." He thought a bit and said, "Well, will you hut half the regiment for half the money?" "I think so," I said; so he said, "We will give you 6,000%." Then I went to work, and we hutted half the regiment for the 6,000% and very excellently well it was done. I had the assistance of a most admirable officer, Major Heath of the Engineers; he threw himself thoroughly into it and we hutted them and we reported it, and then they gave the other 6,000% or 7,000%, and I left the place before the whole thing was finished, but I think I am right in saying that the battalion was hutted for a sum considerably under the 15,000%, something about 13,000% to 14,000%, and the fever was, to use the words of the Adjutant-General, "stamped out."

8307. (*Sir George Clarke.*) Was the original estimate for the 30,000% or 40,000% made by the Commanding Royal Engineer at Alexandria?—Yes, it was by the officer; 30,000% something was sent in as the price; it came through in the regular course.

8308. Might not the War Office think that that estimate came through with your imprimatur?—No. Of course it had been to me. I had started the hare in asking about the matter, but I cannot say what the War Office thought.

8309. But, technically, would it not be thought to come from you as your own estimate?—No, I was not commanding in Egypt; I was commanding in Alexandria. It all went up to headquarters, Cairo, and was dealt with there.

8310. (*Chairman.*) But it was a question of excessive estimate made by the Commanding Royal Engineer?—I think he went on a sort of sealed pattern idea. I merely instance that to show that very frequently the local man can do it, I will not say better, because that is a matter of opinion, but quite as well and much cheaper than some great central body.

8311. It seems to me that we were extremely fortunate to have you in command at Alexandria at that time, but supposing that there had been another General there, he might very possibly have said, "The Commanding Royal Engineer, who is my expert and professional man in these cases, says 36,000% is necessary, and, therefore, 36,000% is necessary." And if you gave this power of doing work in the district to the General, would not the General, as a rule, be very much guided by, and indeed almost follow, his Royal Engineer Officer?—I think that is largely because the Royal Engineer Officer has himself to work in a groove.

8312. He has to work in a groove in so far as he has to follow patterns?—No, I do not mean that, but he has himself to work in a groove in the sense that he himself has not got independent action.

8313. (*Sir George Clarke.*) In this case I suppose he might have taken the cast-iron pattern of hut and estimated on the cost of that hut being sent out from England probably?—The Royal Engineers in Egypt? I should think it very probable he would.

8314. (*Chairman.*) Was the hut when finally built practically the same hut as the hut for which the Commanding Royal Engineer had estimated?—That I could not say, because I did not see the detail plans, or at least if I did see them they have not made any impression on my mind. But what I did was this: We had a force of 25 or 30 Military policemen in an existing hut, and I made that the basis of my question to the timber merchant. I said, Let him go and look at that hut, double it in size; instead of holding 25 let it hold 50 and tell me what he would put up one of them for, and then put a further question to him and ask him, supposing that we give him an order for one what it would cost, and suppose we give him an order for a dozen what the dozen would cost; because of course

Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.

14 March 1901.

Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.

14 March 1901.

there would be a reduction relatively, one of the 12 would cost less than one I mean. That is the way we worked it.

8315. The impression left upon my mind by your account of what happened rather is that the Commanding Royal Engineer made a very large and extravagant estimate?—I think he worked according to what is called the scale of prices. I think you can often do on the spot with very much less than you could if you went to some central body.

8316. (*Sir George Clarke.*) In drawing out a type of hut for a hot climate, that type before it was approved at the Inspector-General of Fortifications office, would have to be *vised* by the Sanitary Board here, and that Sanitary Board would probably put in a lot of things not perhaps necessary, but which they thought desirable, and the things they put in would largely affect the price of that hut?—Yes.

8317. So that you probably built the hut there perhaps cheaper and quite as good for all practical purposes?—Yes.

8318. But which very likely the Sanitary Board here would not have passed?—I would not say that they would not have passed them, because I think they were most excellent sanitary huts, but I will not say there were not matters of finish and other things that would be different if you put them side by side. It is like a gun from Purdey's, for which you pay, say, 200 guineas a pair and a gun from a small man, which will knock the pheasants down quite as far, for which you pay 100*l.* You pay for the name in these cases.

8319. (*Mr. Mather.*) But are we to understand that the formal method by which you have to obtain your huts in the case you have quoted was for you to communicate with the War Office in England with an estimate from your Royal Engineer Officer as to what those huts would cost, based upon English prices of the construction of huts in England. Would he take the schedule of prices in making up this specification and estimate which generally obtains in a district in England?—It is possible, but I could not tell you that because I was not in the position of commanding officer.

8320. The point that I wanted to find out is why you had not the power to begin with to get them constructed by a local builder?—Because the matter of a barrack is a matter that had to be referred home.

8321. (*Chairman.*) Having got the authority for the money, supposing that this 36,000*l.* had been given you, then you would have asked for contracts on the spot?—Yes. In any case I would not have got the permission, it would have come to the General Officer in Egypt, who would have directed the Royal Engineer to proceed, and I would simply have seen to the construction of the huts.

8322. But supposing the Government here said, "Here is 36,000*l.* for building those huts according to your estimate and specification," the General Officer Commanding in Egypt would have put out tenders in Egypt for contracts, virtually offering 36,000*l.* in exchange for the buildings in accordance with those plans and specifications?—I do not think it would have been done in that way. I think he would have called for contracts. I fancy it would have been known that that sum was in some way or other available.

8323. No, of course he would not have said, "Here is 36,000*l.*," but the contractors would have found it at once and would have based their tender upon it?—Very possibly.

(*Sir George Clarke.*) It was open, was it not, to the General Officer Commanding in Egypt to say, "This is excessive. I should like to get some local opinion?—Absolutely. I think he was quite of the opinion that it was a very high estimate, so far as I remember; it is 11 or 12 years ago.

8324. (*Chairman.*) To come back to general principles, your contention is that if the General Officer had this power of doing works subject to a certain limit, that would result probably on the whole in the direction of economy and certainly in expediting business by obviating unnecessary references and correspondence?—Yes, decidedly.

8325. And also if the General had power and was largely consulted on the question of the list of approved contractors from whom tenders were called for assuming that the system of calling for tenders from an approved list of contractors is one that was maintained,

the fact of the General having that power would make the authority which he now has of dealing with contracts up to 2,000*l.* more of a reality and less of an illusion?—I think so.

8326. With regard to other expenditure in districts, you gave an instance before the Decentralisation Committee which I should think is likely to become historical, of the way in which a General is cramped; I refer to the question of the straw hats. Supposing that a General had a certain sum at his disposal for spending at his absolute discretion on matters outside the regulations, so long as they were matters of Military expenditure, such as straw hats for the troops would be, would that get over the difficulty you experienced at that time to a great extent?—I might say at once that that difficulty has been greatly obviated and got over in the years that have elapsed since. I do not think such a case could occur now, or anything approaching it, but I still think that an extension might be made much more than it is, with good results, and that a sum might be placed at the disposal of the General with advantage to meet the current exigencies, such as they might be, of his District.

8327. That the General should be allowed to spend whatever sum it was absolutely at his discretion, reporting it, and subject to audit, of course?—Yes.

8328. And giving vouchers in support of it?—Yes, I think he ought not to have to refer the trivial things that he still has,—not as many as he had, but he still has a number of trivial orders to refer to, and they are injurious to him and to his staff, much more than the mere value of the money. It gives him the idea that he has to be referring everything,—that he has got no free action; it cramps him.

8329. And, therefore, that he has no responsibility?—And, therefore, that he has no responsibility. And then I would add to that that it is almost as bad if you give him the responsibility of spending these few pounds, to be always asking him why he spent them. It comes in the end in some cases to be shorter to refer the matter at the beginning and to obviate reference afterwards.

8330. But if the General's signature was a warrant for the expenditure of the money, all that could be done afterwards would be to see (and no General would object to that) proper vouchers for receipts and payments, the receipts of the tradesmen, for instance, who supplied the straw hats. That would satisfy you?—Yes, I think so, very largely. It would work unquestionably to the good of the Service.

8331. Are you aware that in India that system does obtain, that the Commander-in-Chief in India has so much money per month that he may apply?—I was aware of that at the previous Committee. I think Lord Roberts's evidence, if I recollect rightly, altogether tended in that direction. I remember his saying that he had more power as commanding in Bombay than he had as commanding in Ireland. That would show, and other evidence, too, would show, that there was that liberty given in India which did not exist here.

8332. I do not know whether you are also aware that at the present moment the Secretary of State himself has no money at his disposal for dealing with small casual expenditure of that kind. He has not got a penny?—No.

8333. I think an idea finds favour with the Committee here of proposing that the Secretary of State should have a sum, say of 5,000*l.* a year, placed at his absolute discretion. Supposing that the Secretary of State had a sum of 5,000*l.* a year, what would you think, with some idea of proportion, would be the sum that ought to be allotted to the General in the District?—For small trifling charges of the nature you have described?

8334. Yes?—Well, if it was to be relatively to the Secretary of State's, I would have to put it at a very small sum.

8335. You must remember now that instead of so many districts we are in the presence of six larger units?—I suppose still keeping within the proper bounds.

8336. When I said proportion I meant something that was not altogether out of proportion to the 5,000*l.* of the Secretary of State?—I suppose that if he had a sum of 500*l.* that ought to meet it. I should much prefer seeing it done on the principle I have mentioned before, that the average cost of his District should be

taken and that he should be allotted that sum, and that he had to show cause for not having spent that sum, and that if he wanted to increase that sum he should have of course to show still further cause.

8337. The Commander-in-Chief in India, I think, gets about 2,000*l.* a year?—And how is it spent?

8338. On any small matter at his discretion so long as he is satisfied that it is a fair item of Military expenditure?—But would it be of the nature of construction or payment of funeral expenses or things of that sort?

8339. I think it is left entirely in his discretion in India; nobody ever asks?—I do not know.

(*Mr. Malher.*) Some small store it might be.

(*The Secretary.*) Provided it does not involve permanent expenditure—anything not of a recurrent nature.

(*Witness.*) He might have 300*l.* a year; I should think that would do.

8340. (*Chairman.*) It would be some sum—not a very large sum?—Yes, they are all small things that these correspondences arise out of.

8341. You say that “We have the most close and exact codes of regulation and orders upon every Branch of Army administration. There is no difficulty whatever in following the uniform system laid down,” and therefore references to the War Office ought to be very infrequent, but as a matter of fact there are a considerable number of references, are there not, in connexion with the interpretation of the financial regulations?—There are. I think that many questions are asked on doubtful matters, because of course no set of regulations can cover the cases that will occur; and that the General is more prone perhaps to refer a matter if it does not come under the a b c of his regulations than he ought to be. But I think it very much arises from the idea of his being queried or questioned if he does give a decision, or if he gives a decision that might possibly be wrong, because no two people will look at the matter in the same light exactly. I take questions of disputed payments, questions of responsibility for accident, whether it is to come on the public or whether it is to come on the man. A man injures a boat or is run into, and the question is who is to pay for it. I think the General ought to be able to settle those himself.

8342. But when there was a question of the interpretation of financial regulations, would you ever think of consulting your Paymaster as an expert on that matter?—Always. I would indeed suggest that he should be made of greater importance than he is. I think he is of the very greatest importance on all matters, such important matters as finance. They are most worthy men that I have met, most conscientious, thoroughly imbued with the responsibilities of their position, anxious to do the right thing; that is my experience of them after a considerable number of years, and I think they ought to be Staff Officers, precisely on the same basis as the others are. I make my own so; I refer every question that is any matter of finance to him, because he is naturally the financial adviser; but then of course he says, “You must refer this; this is a matter that must be referred according to the Regulations.”

8343. Even if he says it is a matter which need not be referred, and it is a matter on which he gives you his opinion, although no doubt his opinion is generally excellent and very often right, still it is not final; you have no certainty that if you accept his opinion the matter may not be questioned afterwards by the War Office; his opinion is not binding in any way?—In no way; it is merely an opinion: but it would be a very strong opinion of course, because he is dealing with that and with no other question. He would look at it. Is it one side of the line, or is it the other?

8344. There is a suggestion now that in every Headquarters of each of these new Army Corps there should be established a local section of the Accountant-General's Department under a local auditor, who should conduct the audit there locally, instead of its being conducted at the War Office; and it is suggested that in a case of interpretation of the Financial Regulations the General would be able to refer to such a local auditor, and that if he gave an opinion within the powers delegated to him from the Accountant-General at the War Office that would be final; that if the

General acted upon it there would be no question of references or trouble thereafter arising, because the ruling of the local auditor would be binding upon the War Office. Do you think that that would be an improvement and facilitate matters?—Undoubtedly it would; but I think that the machinery for this is at present existing, or to a considerable extent, in the Districts.

8345. In the Paymaster?—Yes, the Chief Paymaster of the District.

8346. But the Paymaster's opinion is not binding on the War Office in any way?—No, it is not binding; but so far as its being the opinion of an expert and of a man who is on the spot and who is anxious to do the best he can goes, I think it is as good an opinion as is necessary.

8347. You do not think that it would really improve matters very much if instead of a Paymaster whose opinion, if he gives it, is not a binding opinion, you could take the opinion of a man whose opinion would be binding?—I cannot say what effect that would have between the War Office and the Treasury, of course, that is another matter, or within the War Office itself. But so far as the question relates to the matter of which we are speaking and to the efficiency of the public service through that matter, I do not see why the Paymaster of the District should not do it. He is a man of large experience; he has served at the Cape of Good Hope, he has served at Halifax, he has served in Districts; he has nothing else to trouble his mind with. I always think that the local bank is a good guide to that, say the London and County Bank or any other big London bank; it puts a manager at the place and gives that manager power. And remember they have far more responsibility than we can have, because they take in money as well as give it out: we only give out money. Of course it is a very important difference, but the local manager of the London and County Bank, or whatever branch bank it may be, is subject to inspection; he is subject to audit, but his hand is very free.

8348. (*Mr. Beckett.*) I may say it is a very easy matter for the local manager to take in money; he takes in all he can get?—Yes, that is the fact; but what I mean to say is that he is given greater responsibility, greater power.

8349. The power of lending it out?—And there is the power of lending it out too. What I want to come at is this. The audit of the War Office necessitates an enormous number of duplicates, an immense amount of checking and correspondence, and so forth. Now, in the last year, my Paymaster paid out all but 300,000*l.*; the War Office audit improved on that to the extent of 100*l.*; that did not come for six months. I do not see why the Paymaster should not audit his own claims. It goes up in the pay sheets; it goes up in the receipted bills.

8350. (*Chairman.*) Do you mean his own payments that he makes?—The pay of his district, subject to inspection.

8351. Then you would get the same man spending the money and auditing his own expenditure. The whole theory of audit is that the disbursing officer should be audited by somebody independent?—That is so. I quite admit that, and I quite admit that although there is only 100*l.* wrong in his audit for the year on the 290,000*l.*, still it is the case of the policeman in the street. If you had no audit there might be 100,000*l.* wrong.

8352. It does not seem to me, if I may be allowed to say so, that the fact that only 100*l.* was wrong, really proves very much; it is the fact of his being subject to this audit that keeps him up to the mark?—The question is whether he would not be kept up to the mark equally well, and the check upon him be equally good by inspection.

8353. (*Sir George Clarke.*) The question really is, in those cases, how much inspection will suffice to produce the necessary caution in Districts, and beyond that amount of inspection it is not worth while to spend money on audit; is not that it?—Yes.

8354. (*Chairman.*) But assuming that the audit, as now conducted by the War Office, which is after all only a test audit (and a test audit is almost the same thing as an inspection audit), is kept up, do you see any advantages in its being done in the District by a

Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.

14 March 1901.

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Sir W. F.
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14 March 1901.

local section of the Accountant-General's Department rather than in its being done up here. I think it is a question, of course, that one has to test before we can say. I think it might well be tried.

8355. It seems possible that on the one hand it would give the General a man at his elbow whom he could consult and whose opinion would be final, and on the other hand it would put the Accountant-General and the Auditing Department more closely in contact with the actual difficulties and necessities of the soldier, and promote harmony between them?—That is one of those cases which I had in my mind when we began, that you will not get much difference in decentralisation or anything else by any mere shifting of the matter of papers. I take the pay question. I think there is probably no Department of our Army that could be altered to such advantage as that. The whole question of pay is so needlessly involved and made difficult. It is a simple matter; as somebody said the paying out of money is simple; we make it as complex as possible. One has only got to make his own house the supposed scene of the operation and you will see how it would work. Suppose you paid your servants every day and said that you charged them so much for their breakfasts and their teas, and so much for all the rest of it, you would involve yourself in a series of complications.

8356. Say you allow them so much for pay and so much for tea, and so on?—Yes. Why not instead of all that difference between messing and pay (messing being an admirable word in another sense) make it one sum? What is the use of all this hair-splitting which only makes the soldier discontented, because he is in the position of a man that the more you jumble figures before him the more he thinks you are robbing him, as he invariably does and will to the end of the chapter. He exonerates the Captain and the Lieutenant, but always thinks that the Pay Sergeant is robbing him, and does that largely from the series of accounts that he sees.

8357. Which he cannot understand?—Which he cannot understand. If you said, "You are enlisted at so much a day and there are 30 or 31 days in the month, and I will pay you a series of advances of pay, if you want them, 4s. a week, and at the end we will settle up and I give you 2l." as you would with your own servants if they were permanently employed. I think you would knock the bottom out of half the difficulties.

8358. You refer, do you not, particularly to the question of 3d.?—Yes, of the messing, but there are some other little things that go in.

8359. (*Colonel Miles.*) Extra duty pay?—Extra duty pay, and all sorts of things. Could they not say, "I will give you 24l., 30l., or 40l. a year and divide it by 12 into months," and say, "There is your pay?"

8360. But the 3d. was used, was it not, to forward certain military purposes?—The idea of the 3d. dates down like the districts from Oliver Cromwell, I dare say. It is supposed that his pay is not enough for him, and that he cannot get the grocery ration, that is the *raison d'être* of the thing, and you give him the 3d. for this grocery ration, but what is the use of making two bites at the thing.

8361. (*Sir George Clarke.*) He does not want the grocery ration more after he is 19 than before?—Not a bit more. He wants it more before he is 19. My experience of growing boys is that you have to give them nearly double the food of a man if you want them to grow up well.

8362. There is no logical basis for it?—Nothing at all. It is the most extraordinary delusion that has ever taken possession of the human mind.

8363. (*Chairman.*) What is the origin of the delusion?—I cannot tell you.

8364. (*Sir Charles Welby.*) Was not the origin that it was considered unwise to pay an untrained boy the same rate of pay as you paid the full trained efficient soldier?—Yes, but I think it would be better if they would only take the plan of making it a monthly payment, and pay him as you do your servants. You must have different rates of pay, but that we should go through this work each day, so much messing and so much this and that, this complicated system of accounts seems to me absolutely unnecessary and uncalled for, and that is what really necessitates all this work of figures and all this Staff.

8365. (*Sir George Clarke.*) You think it would be very much better to do away with all these small reductions and lump them all and let the soldier know what he is going to get?—Let him know what he is going to get, and at the end of the month he cannot be under a delusion that he is being juggled. It is very much like, if one may come down to that, the three thimbles and the pea.

8366. (*Mr. Mather.*) And this does not exist in any other Army in the world?—I do not know, but there is no reason for it whatever. Then again, take the Clothing Account, which is a terribly involved thing, as I daresay you have had some evidence about.

8367. (*Chairman.*) Yes?—I have thought about it a great deal, and had the advantage of hearing Mr. Fleetwood Wilson's evidence three years ago, when he was Director of Clothing, which is in that book. I cannot but think, having considered the matter since, that if the man were to get a credit, a paper transaction of a credit at the beginning of the year, it would be to the advantage of the simplicity of the matter, against which he would charge his clothing, whatever he wanted.

8368. (*Sir Charles Welby.*) And pay him the balance at the end of the year?—And pay him the balance at the end of the year. I think what we ought to aim at is simplicity in all these things.

8369. As regards the pay matter, as we are on that subject now, I would say that officers' pay ought to be consolidated. It is consolidated for an officer serving in Pall Mall; I do not see why it should not be consolidated for an officer serving at Aldershot.

8370. You mean allowances?—An officer in this house gets what is called consolidated pay. I do not mean to say that an officer at Aldershot should get the same pay, that would be absurd, of course; but that there should not be such a difference in the way his pay is calculated. Here he has consolidated pay, 800l. a year for an Assistant Adjutant-General, I think it is; in a district the same man holding the same appointment has his pay cut up into innumerable little items, just as the messing and the men's pay is paid. He has fuel and light, he has horse, servants, and forage allowance; and they give rise to an amount of return and correspondence and signature that is altogether needless.

8371. (*Colonel Miles.*) Those allowances Returns are very much signed, are they not?—There are five or six signatures on each of them.

8372. (*Chairman.*) They have been held up to us as the most admirable regulations that exist?—They do not look at it from the District point of view, I think. I could bring you up a sheaf of those things, and instance how the Staff of a District draw their horse allowance, forage, fuel, and light, and lodging allowance, if they are entitled to that.

8373. (*Sir George Clarke.*) And all that produces a vast amount of clerical labour?—Immense, and an immense amount of reference here; because they all come up here or to Cox's.

8374. (*Colonel Miles.*) Monthly?—Monthly. I would say, give them so much and consolidate it, make it one sum. I have some notes here for my guidance. "In Civil life a servant permanently employed is usually paid by the month or year, and not by the day. It would not be difficult to arrange a simple method of dealing with broken periods. The present Company Pay List seems very complicated." Any one that knows the Pay List must know that. I think we might make it a very simple matter instead of its being an involved, difficult matter.

8375. (*Chairman.*) Would you give us any other instances you have got there?—Pay and clothing are, I think, capable of greater simplification; daily pay, or weekly pay, or monthly pay; and if a man wants it you give him 5s. or 4s. in advance, and at the end of the month settle up with him on the basis of his 2l. 10s. or whatever it might be. I do not think that we can improve the method by which payment is done. In the Navy the Purser pays the ship's company. The Navy draw an exact line between combatant duties and non-combatant duties, and that works well in the Navy: the Purser pays the ship's company. I think it is well that the young officer—the Captain or Subaltern—should pay the company, because the officers of the Navy are thrown into connection with their men at every turn of the deck; we are not. The men live in

barracks and the officers live in quarters; and therefore it is good that the officers should have to pay the men twice a week or whatever it may be; it is once a week now; it used to be daily. I think that is a good plan and ought to be kept to, but I would make the pay system very much simpler than it is now.

8376. (*Colonel Miles.*) But though you think it necessary for the officer to pay the men, do you think it necessary that he should be charged with the accounts?—I do, but I would qualify that by saying that every young officer ought to be put through a school of book-keeping at whatever college, academy, or school he is in; he begins by knowing nothing about it and has to learn his business by losing money.

8377. (*Chairman.*) Do you ever send the young company officers to the Paymaster that he may instruct them in the elements of keeping accounts?—Yes, that has been done; I do not know that it is a regular habit, but I know some officers do it. In the Militia, for instance, where they did not know it, they have been shown how to do it by the Paymaster this last year; I know that has occurred frequently.

8378. Some suggestions have been made in certain quarters to the effect that the General in the District should have a financial adviser?—I think his Chief Paymaster ought to be that. That is what I came to before, that I think he ought to be much more recognised.

8379. As regards regulations?—As regards regulations and all matters of finance in his district.

8380. As regards the transaction of the ordinary business of making contracts, purchasing supplies, and so on, I suppose his business manager is the Assistant Adjutant-General for B?—Yes, whose work might be much simplified. I have got a very active minded Assistant Adjutant-General for B now (and a well-known one, too), and although I do not go so far as he does in every thing, still, I think his ideas are well worthy of consideration. That is Colonel Richardson.

8381. In what directions do his ideas go?—Well, they cover a great deal. They cover contracts, simplicity of returns, as I have already stated, not having to give this detailed estimate from every little station in the place—which I began by—and they cover also his ideas about stores—ordnance stores. Now everything is delivered at Woolwich and sent from Woolwich to the districts. We will suppose a matter of cloth; it is made in Belfast; it is sent to Woolwich and goes back to Belfast again, such portion of it as might be wanted there. His idea is (and I think it has sound sense in it), that there should be independent deliveries of ordnance stores to the districts.

8382. Have they got accommodation for taking in these stores?—They have to take them in the end. It is nothing new. They get the stores now, but they get them from Woolwich. They may have gone twice over a track.

8383. Would not it be a very simple matter, supposing you made a contract with a man for cloth, to say that so much of the cloth shall be deliverable at Woolwich, so much in this district, and so much in that?—It would be very simple; but you must look all round at it; there are objections to it. The first objection that would present itself would be that of inspection. Can you guarantee that the article you get at Devonport would be as good as the article that had been rendered before at Woolwich. I see no reason to think that it should not be as good.

8384. Could it not be inspected at Devonport?—It could be inspected by a travelling inspector from Woolwich, and you could have the samples at the districts as well as at Woolwich.

8385. In fact, you would make your districts self-contained?—Self-contained.

8386. With regard to most stores; not, I suppose, ammunition?—Certainly ammunition has to be drawn all from Woolwich. You could have that delivered at the districts; you must get it through the body that has taken it in in the first instance and had it tested; that is one of the things that you must have centralisation in. But there are innumerable things, barrack furniture, bedsteads, hospital equipment, camp equipment and clothing and all that. I do not see why they should go all into Woolwich to be sent out of Woolwich again. I think the contractor might deliver them at the other places just as well.

8387. Is there any reason why this sort of business manager that you have should be called the Assistant Adjutant-General for B?—No.

8388. Has the letter B got any particular meaning with regard to his functions?—None whatever. The Assistant Adjutant-General for A and the Assistant Adjutant-General for B are distinctive. We have got so into the habit of them now that we do not think about them. At first it appeared very ridiculous, but one does not attach any peculiar meaning to it now; it differentiates if a thing is marked B—it is like S. and S.W. in the London postal district. The Assistant Adjutant-General for A is what is called the Chief Staff Officer, but practically I do not think it makes any difference, because they do not work it so. For instance, B does not communicate through A to me; B communicates direct, and, so far as I know, always has.

8389. (*Chairman.*) I think you said just now something about there being a good deal of signing of forms in the Army; is there not the fact that there is a great deal of signing of forms by officers without their looking very carefully into what they do sign, for instance, in the case of travelling claims?—I think there is; I think there always has been and I fancy there always will be. When you say looking into them very carefully, you presuppose that the matter is a simple one; but when it is so mixed up with what I say are unnecessary figures and unnecessary matters; if a man had got to look into them all he would have nothing else to do. If you refer to my evidence before, what I based it all on was that the General and his staff were taken from their proper functions, which ought to be the training of the troops, and put to an amount of clerical work quite out of proportion either to the importance of the work itself or to the necessity of it; in fact, that is what ran through my mind at the time, if I did not bring it out sufficiently in the evidence; and I exemplified it by the Tirah campaign and by some little wars we had at the time. I think, looking back upon the years that have passed since, they have still further proved that that view is not incorrect.

8390. But you could not relieve the General and his staff more for the work of commanding and training the troops unless you enormously reduced this mass of returns and reports?—Which I maintain can only be reduced by changing the very foundations of the work; that is what I meant. I did not put it clearly to you at the beginning, but I thought the mere reduction of this report and that and the other report did not matter much because they would all be back there in five years again. I know they will. A man will call for a report, "Why do we not get so and so?" and then out goes the order and it goes back—it all begins again. But if the Committee saw its way to change the foundations of the work, the structure itself upon which the work is built, then I think all this mass of paperage would be automatically destroyed without the necessity of any Committee going into it and saying this Report ought not to come in and that Report ought not to go out, I think if you simplified the execution of the work, the administrative part of it would, of itself, die.

8391. Could you give us any indication of the best way in which to tackle the problem?—I have tried in these instances of the pay and the clothing, but I could go on for hours and take up your time too much.

8392. I think if you take up a little more of it we shall be very grateful to you?—It is very good of you to say so. First of all there ought to be a radical difference between the Field Army and the Garrison Army; you are mixing up two things that ought not to be mixed and ought to be separated. It gives rise to an amount of unnecessary and harmful work; I do not see why there should be this connection between the two; they are for different purposes, and the minute war begins you then separate them. I think the Field Army ought always to be kept distinct from the Garrison Army. I take a place like the garrison at Portsmouth, the garrison at Devonport, or the garrison at Dover. As soon as you put a part of the Field Army into that garrison it begins to deteriorate, it must,—it is down amongst the pothouses and you have no ground to drill it in, and all the rest of it. I suppose it is intended that they will be separated now; at least I read the new proposals in that light; but it seems to me that as long as we maintain a mixed-up Garrison Army with a Field Army so long will we have inefficiency and confusion. But then perhaps I am

*Lieut.-Gen.
Sir W. F.
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14 March 1901.

Lieut.-Gen.
Sir W. F.
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K.C.B.

14 March 1901.

travelling outside the matters of reference, so that I must be careful.

8393. Yes, I think that rather goes outside the War Office?—Yes, and yet I mean to say that it ultimately affects the other question; there is the difficulty, that is what I meant to say when I sat down first. We hammered away very hard, Colonel Miles and I, three years ago, and I do not know that we arrived at anything; the shot was not at all in proportion to the powder.

8394. (Colonel Miles.) We touched the fringe of the subject?—We did not get much out of the gun although we put in a tremendous charge of powder.

8395. We dealt too much with details?—Yes. I do not well see (I come again to the point) how any effective decentralisation of work can be arrived at without a fundamental reorganisation of the forces with which we are dealing, and I would make that immense difference between, as I say, the army that is administered in a garrison and the army that is to take the field. I am only looking at it in a paper light now.

8396. (Sir George Clarke.) And as regards these three big new districts, do you think the establishment of them will facilitate the decentralisation of administration?—Yes, I certainly think so. Take Aldershot, where I have recently been in temporary command for a few months last year. The amount of office work there is very great, it does not differ from a district one iota—that is what I want to come to. The office work at Devonport is not more than at Aldershot, yet Aldershot is a place theoretically given over to the training of troops. But if a man has to be out with the troops in the morning up to 1 o'clock, he would have to sit late to get his office work done.

8397. (Colonel Miles.) May I say that Aldershot, in some ways, is fortunately situated as regards works, as it has no regimental depots and no auxiliary forces territorialised?—There is nothing outside it; it is self-contained in a ring fence.

8398. Yet the correspondence there is very heavy?—Yes.

8399. (Sir George Clarke.) And the correspondence would be much more severe if the army corps district of the future army embraced a large territorial area with a number of fortified ports in it?—Yes.

8400. (Sir Charles Welby.) But the remedy for that is to supply the army corps with an efficient staff?—That would be the general idea, the Navy idea. The Navy knock the thing into two parts, as I said before. They have their combatant officers training the sailors, gunners, mining and all the rest of it. The whole of the clothing pay and all the administration of the Navy is done by a civil branch. The Germans do the same. We had most excellent evidence from Colonel Grierson on that point which you will see in the Report of the previous committee, and the difficulty with us is that you take your General, who is theoretically supposed to be looking after the training of the troops, you put him down and make him responsible for every return. You ask me now if these returns are all examined, I must say for myself they are not. I could not be running through all the figures; I must take the *ipse dixit* of my staff officer and say that this is right. I generally run through them, but at a place like Aldershot if the general were to do that then good-bye to the training of the men; he ought not to have to do it, and yet he is made responsible for the exactitude of every paper that leaves his place, and he could be, as a matter of fact, held responsible for everything. He may himself come down on his Assistant Adjutant-General for B and his Chief Paymaster and the rest of them, but he is the man, it is in his name it is all done.

8401. (Sir George Clarke.) Yet the Aldershot command is theoretically that of a field army?—Yes, the only one that was.

8402. (Sir Charles Welby.) What the General requires, apparently, is a staff officer of business capacity and experience, who shall have definitely assigned functions and authority, which he shall exercise in the name of the General Commanding the District, or the Army Corps, as the case may be?—I think so, but of course under the general direction of the General.

8403. Under his authority?—Under his authority.

8404. But that he should have power to act on behalf of the General without reference to him and without

obtaining his signature in every routine case that arises?—Quite so. I think that would certainly free the hands of the General officer very much.

8405. (Mr. Mather.) Coming to first principles again, to which I think you are more attached than you are to pointing out these details of difficulties, you sat upon this Decentralisation Committee three years ago, and you are familiar with the conclusions arrived at and the general recommendations made?—Yes.

8406. Do you consider that those recommendations, summed up, go as far as you this morning have put the case before us as to decentralisation of Districts under the command of the General officers?—I cannot say that I do.

8407. May I just read one paragraph, No. 3, in the recommendations: "The General officer should have real control within his District, subject to general regulations, and the audit of his accounts. He should be encouraged to act for himself and not to refer to the War Office for decisions; he should in all cases settle the allotment of quarters to troops assigned to each station; he should, in communication with the officer commanding the unit, select drafts, the numbers of which have been designated to him by the War Office; he should appoint adjutants and depot officers, and settle all minor questions affecting the auxiliary forces; he should correspond direct with the General Officers Commanding other Districts, instead of through the War Office." That is a summary in a paragraph of the conclusions at which you have arrived, and would you go beyond that conclusion now?—I am absolutely in accord with that still; I think every word of that is truth.

8408. You do not call this going to the root of the thing?—No, it may go to the root of the thing in theory, but it does not in practice.

8409. I am not now speaking of the instructions given to the General officer arising out of these recommendations, because of course they are very feeble, and only touch a few points, rounding off some acute corner; dotting the i's and crossing the t's, &c.; but there is no fundamental change made in any of the districts of the country?—No.

8410. But yet it would appear, if one interprets this language in the ordinary sense, that this paragraph, No. 3, practically covered all you have brought before us to-day, carried out, I mean, to its fullest extent?—Yes.

8411. Because it is "The General Officer should have real control within his District, subject to general regulations, and the audit of his accounts"?—Yes.

8412. Let us take, if you please, a concrete case; imagine a concrete case. Supposing you, as General Officer of the Devonport Division, were allowed tomorrow to do what you have put before us to-day as a recommendation and suggestion, namely, to have full control of the expenditure of all the money that was estimated to be sufficient to run your District for a whole year, would you be quite willing, with the staff you have, to administer your district, judging from your experience, with a definite sum made up of course from past experience? Would you be able to run it on your own lines so as to satisfy your instincts and to satisfy yourself as a General Officer, to train your troops, to alter the pay of your soldiers, to make it simple in the manner you have just described; and assuming that no regulations existed to bind you to those tortuous courses which involve so much correspondence with the War Office, would you from your experience declare to the Committee that you could run your district in a manner quite as efficiently from a military point of view, and quite as safely from a financial point of view, and with less labour really for your own officers and for yourself, than you do under the present system?—Quite as efficiently and economically from a finance point of view; I think even more so. With regard to training, I am doubtful about that, provided that there happened to be in my district grounds sufficient to train troops; for it is evident the more you put the civil administration of a district under a General, the more you must take from his purely military duties. I think perhaps that was not quite in the mind of the Committee at the time that sentence was framed.

8413. But I am taking it now with your present experience since the Decentralisation Committee sat. Assuming that to-day you were to be asked the question

by the War Office whether, as an example to all the other General Officers in the country, your district should be, as it were, delegated to make this trial for the system of the Army that might eventually prevail through the whole Army, would you be prepared to take up those duties I have just specified and report at the end of the year, and only at the end of the year, financially, and as to military efficiency, as to the competency of the staff, and upon every point, that you could prove that you had fully and completely carried out all that was necessary for proper administration?—I should be quite willing to make the attempt.

8414. But could you from experience give an assurance that you would satisfy all that was required?—I think so.

8415. Without making any drastic change in the staff?—It would necessitate a certain extra amount of clerical assistance.

8416. That goes without saying; and we also might assume, what the Chairman has told you that it is possible that the Committee would recommend to place with you, as a future officer, the local auditor, who should have the power practically of a local Accountant-General in your district. Assuming that to be the case, with such a staff as might be involved in those changes, can you assure the Committee, from your experience, which is of course large and varied, that your command would be run in the best possible manner from all points of view, financially, military, and so on?—I have no reason to doubt for a moment that it could be done, but I should not like to set myself up as a pattern to the rest of the world and say: "Look here, here you see the correct thing," because I would instantly have the whole of the world against me, and they would say: "We will do our best to knock that man over," they would not say that, perhaps, but there would be an amount of invidiousness introduced into it that I should deprecate. But I should be very willing in a minor key to try the experiment, and not to be put up as a sort of model example.

8417. I do not want to make it personal. I say anyone: General Smith, General Robinson, not General Sir William Butler—any General Officer you are acquainted with. Could a General Officer *quâ* General Officer take such duties as I have described, and, in your opinion, efficiently carry them out?—I can only say that, if he cannot he ought to; I cannot say what he would do. I think any General Officer, given a staff, say, like the Aldershot Staff or the District Staff, all of which, so far as I know them, are good, with such clerical assistance as he might require for extra duties, ought to be able to do the entire thing in his own district.

8418. You have put in detail before us this morning that you, for instance, or any General Officer, could alter with great advantage the system on which pay is made; and you have described a system by which the clothing could be dealt with; you have described how carrying out the works under a certain definite sum could be better done than at the present time; you have told us how stores could be regulated with great facilities; you have said how new barrack accommodation, and maintenance here and there, and certain buildings, could be better done without reference, if you had the power to do it under a certain sum of money allotted to you?—Yes.

8419. In detail, you have really described to us every duty that would be involved under this general question that I have put?—A good many of them; I have not touched them all. There are some that I have not mentioned yet that I could state to the Committee if they like.

8420. Is there any one you would exclude?—The principle would be the same in every instance. There is nothing I would exclude.

8421. Therefore, from top to bottom, you consider that the General Officer might take the responsibility in all respects, financially and from a military point of view, if he had the power, without reference to the War Office, excepting in one annual report, which would deal with his finance, and deal with the state of his command, subject, of course, to periodical inspection of an able officer from the War Office to see that his military condition was right throughout the year?—Yes, I think so.

8422. If that is the conclusion at which you have arrived from your own experience, it puts the Committee, it appears to me, in a position to assume that

you would be of opinion that every General Officer now in command of each district might be capable of carrying out that responsibility?—I come back to that letter that I wrote to the Committee. I thought the district should only make itself known when there was something wrong in it. That answer is good.

8423. That is what I wanted to get at; whether, supposing that the Committee recommended to the War Office and Parliament all the conclusions arrived at from Committees and Commissions that have gone before, and especially those recommendations of this particular Committee on Decentralisation to which you have referred, if we were to take the stand that it would be most important for the service of the country, and financially safe to do that, you are in a position to assure us that the General Officers throughout the country would be willing to accept the responsibility?—Yes. I can of course only speak for myself.

8424. And for your own sake you would accept it?—Yes, for my own sake I should very willingly say yes to the proposal, with the reservation only as to whatever clerical staff and assistance might be necessary under the changed conditions.

8425. Do you think that the change would require a considerable amount of alteration in the regulations?—No, I do not know that it would, because, as I said before the Committee, the regulations are there existing. It would require, of course, certain changes to meet such things as new-clothing regulations and new systems of pay, and new other matters I have touched upon in what I have said this morning. But I doubt if they would amount to very much in the long run.

8426. And you would not require under this system to communicate with the War Office or report to the War Office on any subject whatever in the course of the year until your general report came in, except on some very grave matter that arose incidentally; but in the ordinary course of your duties, you would not require to communicate at all with the War Office?—I would not go as far as to say that I would be as the inhabitant of another world to the War Office, because I should be in daily touch with them on every point, answering their daily telegrams, answering any questions they might want to know, or reporting any outbreak of disease, or the arrival of any vessels.

8427. Those I call incidental?—We would be in constant and daily touch with the central body, but in the matters you have spoken to, administrative and executive matters, I answer quite in the affirmative, your question.

8428. (*Sir Charles Welby.*) Let us get this quite clear. You do not suggest, I understand, that it would be possible for you, as Commander of a District or of an Army Corps, to alter the conditions under which the soldier is paid or is compensated for his clothing unless all the other Commanders of Districts or Army Corps made the same alteration at the same time?—No, it would have to be by authority, of course, or else the officers might refuse, and the men complain.

8429. (*Sir George Clarke.*) You have had experience of a district command both at home and abroad; have you found that you had considerably more independence when you were abroad than you have at home?—The further you are off, the more independence you have, that is clear; but still that does not quite cover the question, because even in the most remote part you are still considerably hampered in what you think necessary on the spot.

8430. Then the independence you would get only arises from the accident of your being a long way off, not from any concessions made to you as being a General in an isolated part of the world?—Absolutely.

8431. Then, I take it, you think that the decentralisation effected by the Committee of that name is a sham, and that there could be nothing like a real decentralisation without a real reconstruction of the organisation of the British Army?—I should not like to use the word "sham," but, with the exception of that, I should agree to everything you say.

8431a. We will say "not real." As regards the question of the Staff which you have touched upon a good deal, in Germany, as we know, the German Staff Officer has nothing to do with administrative services which devolve upon the Intendantur; but on the other hand, with us is not the time of the District Staff of the General considerably taken up with these duties and promiscuous correspondence relating to them?—To a very great degree.

*Lieut.-Gen.
Sir W. F.
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14 March 1901.

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8432. And I think you told us that those duties perhaps lead to neglect of staff duties in relation to preparation for war, and that experience has proved that that is the case?—The word "neglect" hardly meets what I mean, although I am perfectly of opinion that the result is the same, but the man cannot do it; it is impossible with his time taken up as it now is in his office that he can be attending to his men out of doors. But I would not use the word "neglect," although the result is precisely the same as if he had neglected it.

8433. But apart from the question of time, must there not be a natural warping of the mind of the Staff Officer away from those important duties which he would have to perform in war and a concentration of his mind upon these purely business transactions?—Yes, I tried to meet that in the previous Committee (in one paragraph there), by even thinking that the General Officer's mind was better employed in hunting than it would be in doing what I called oakum picking in his office, "mental oakum picking," because if you give him a course of it for any length of time it must come that you injure his moral and intellectual fibre.

8434. And you look upon that sort of process, which must be continually going on in all the districts and commands in the Empire in time of peace, as a somewhat serious one in the interests of the Empire?—Most serious.

8435. And do you think, to remedy that, that some dividing line should be drawn between military staff duties, such as those performed by the General and the General Staff, and purely administrative matters of business merely so that a certain portion of the staff should have nothing to do with the purely military staff duties?—Yes, I am quite of that opinion; but of course you include questions of discipline in the military duties.

8436. In your district I understand you have a good many fortified places, and it must often be necessary for you to draw attention to questions which are intimately connected with the defence of the country on broad lines. We have been told that such questions very often wait a long time at the War Office before they are considered. Is that your experience?—Yes. Questions of construction not so long and questions of armament very long.

8437. And questions of general defence matters?—Of course they would be general defence. Do you mean mobilisation or works?

8438. Such questions as the management of channels approach in war, and all those questions that must enter into your district?—They enter very largely into my district, but of course they have to be considered in relation to the Navy and then the joint committee work comes in; they do keep a long time on the *tapis* and without settlement, but I am not sure if they had to be settled for an imminence of war they could not all be settled in a week without the enormous amount of deliberation which now goes on between chambers of commerce, naval authorities, and military authorities. There are three people to be considered in many of these cases. When you speak of channels, for instance, there is commerce, there is the Navy, there are the Artillery and Engineers; they all require a great deal of consultation. But I think if a war were declared, whoever you put there as garrison commandant would say, "Come, I will have none of this." I think they could be stopped in a week, those in the Western District. That would be by the word of the man in command who would have that authority.

8439. That means in time of war that the complete responsibility for the port would have to be thrown on the Port Commandant and he would have to do what he thought right?—Yes.

8440. But generally it takes a good deal of time to get decisions?—Very long, and the correspondence mounts up to an immense size.

8441. Then I think you said that you were not satisfied with your powers as regards contracts, and you would like to have the limit extended from 2,000*l.* to 5,000*l.*?—Yes.

8442. And as regards what you said about works in the district, the works Vote must of course depend to a considerable extent upon matters of general policy. If you give dining rooms to soldiers as a matter of policy; if you start some new scheme of organisation for the British Army, which runs into bricks and mortar, that must run into

centralisation and can only be dealt with then in central office?—I absolutely agree with you. In my own mind is to be read in the same answer gave before: that the essence of decentralisation centralisation, which appears a paradox, but it is I cannot better instance it than by the fact of driving 14 horses. A man who is put in the circus to drive 14 horses does not have 28 reins. Nor could he. He could not drive if he had; his hand would not be big enough to hold them. But while all the matters, information, general policy and organisation are centralised and come out from a centralised source, the whole of the administration of these ideas, the whole executive part of it, the whole of the action of it, should be decentralised, meaning that I do not think the question is letting everybody hammer away on his own lines. As I said before there is exact direction from the central body, but the direction is so applied now and has been for years that it comes down to most minute interference, which hampers us; so that practically, if you come to it, think it would be better to abolish the districts than to go on with the present system, I do not see why it should not all be run from here on these lines of minute centralisation. Instead of 3,500 letters a day, I think you would reduce them to not more than 1,500 letters. I do not suppose there is necessity for half the number. But the centralisation is so minute and the reference is so constant, the idea of check is so present in the General Officer's mind and in the mind generally of the whole lot, that it is centralisation of the very worst description instead of being of the very best. I wanted to point out before how the Great Northern Railway Company or the Great Western Railway Company centralised, I thought that was the very essence of what centralisation ought to be, although it is not on all fours with the Army. I meant that the initial thought should come from the centre and that the execution of that thought in multifarious shapes and forms should be the work of the district, and only when that thought was working right then the General should refer to the central body and say "This has gone wrong, this piece of machinery wants something new"; but as long as the wheel is spinning, as long as the work is going, I cannot see why there should be this constant report of work. There is one thing I have not touched upon at all—I do not know whether it is in the substance of the committee. That is the confidential nature of the work. I say, with bated breath, of all absurdities that is the greatest. If a Field Marshal had to be reported on, he would be reported on in exactly the same number of items, the exact sentences, that a junior Lieutenant would be reported on. A Major-General is reported on as to Tact, Temper, Experience, Judgment—perhaps as a young officer just entering is reported on. The amount of clerical work that system gives a General is large. I had two districts this year, I shot and my own, to report upon. I think the sheet of paper ought to do a regiment instead of 30 things—upon tact, temper and so on. You only get the report to see what it is, young officers, old officers, middle-aged officers, all the same.

8443. (Mr. Mather.) Whom do these reports go to? All to the Military Secretary.

8444. (Sir Charles Welby.) The Commander-in-Chief?—Yes.

8445. (Mr. Mather.) Are they ever looked at? Perhaps they are the most scanned of any, but it is of a nature that defeats itself.

8446. (Sir George Clarke.) I gather that your idea is that decentralisation is not a question of throwing many more duties upon the districts, but it is a question of delegation of authority right through the fabric of the army?—Quite.

8447. And that we shall not attain it simply by a measure of allotting duties, administrative duties, we have to make a change in the habit of mind?—Yes.

8448. We have to accustom people in all ranks to exercise responsibility?—Yes.

8449. And it is only in that way that decentralisation can be effected?—Quite so.

8450. (Colonel Miles.) Your definition of decentralisation is "Decentralised details in defined areas, and well-practised duties and in separated responsibilities"?—Yes.

8451. You referred in 1898 in several pregnant passages to the want of training in the army?—I did.

8452. That was before the war?—Yes.

8453. And you showed then how the work of the staff was occupied in administrative details?—Yes.

8454. In your experience at Aldershot that largely continues at present?—Absolutely.

8455. In spite of the decentralisation?—Yes.

8456. What is thought is, that there is a danger of further decentralisation of financial work because it may still further hamper Generals and take up time away from their military duties. That is the danger of it?—That is the danger of it.

8457. Do not you think that if we had a proper system of decentralisation and a proper expert financial staff such as we have heard exists in some foreign armies, with that proper staff and with that proper system we should really lessen the paper work and the administrative work of the General in proportion to what it is now?—I do, for the simple reason that he would not have two sets of people to be thinking of, the man about whom he is deciding and the person to whom he refers.

8458. He should think and decide?—Yes.

8459. And those decisions would remain as a record to guide the lower staff for future decisions?—Yes.

8460. The lower staff would know their General that they are dealing with, and would get into the run of his decisions?—Yes.

8461. Do you think that under the present system the work of the different branches of the staff, as they are now existing, is satisfactorily co-ordinated,—the Assistant Adjutant-General for A, the Assistant Adjutant-General for B, the Commanding Royal Engineer, the Ordnance Officer, and so on—I mean to say do you find a tendency for the work of the branches to overlap or conflict?—No, I think if they are properly understood by their respective holders of office there is no reason why they should overlap or conflict.

8462. You mentioned in 1898 that several branches of the administration were largely centralised; do you think that that centralisation still exists?—Which were they?

8463. The school section?—That has been decentralised immensely.

8464. The Ordnance Store section?—The Ordnance has been considerably decentralised.

8465. The Adjutant-General Section?—The Adjutant-General's Section has been decentralised, but I should think it might be still more decentralised.

8466. And the works section?—The works section is capable of any amount of further decentralisation.

8467. That is the one, perhaps, most capable of further decentralisation?—Yes, I find that the Medical Department is the least centralised so far as the General is concerned. Reference is constant to the General,—very frequent from the principal medical officer,—but it does not require passing on. I find that the Adjutant-General's branch might be decentralised very much in a wider application of power in discipline and by the doing away of a great many returns and reports that still go in. I find that Assistant Adjutant-General for B might be decentralised much more in the matter of returns, above all in the freedom of acquiring land, lettings, hirings. That, of course, is partly Engineer, but the Assistant Adjutant-General for B. has much to say to it too, the construction of rifle ranges, the hiring of rifle ranges, belongs to the B.; and there is a very large amount of correspondence which goes to the War Office, plans, letters, proposals, all of which, if a freer hand had been left to the General, might have been settled by him in half or a quarter of the time, and I believe without increased cost. There is no part of Assistant Adjutant-General for B.'s duties requiring more constant reference than that of rifle ranges.

8468. Do you think it would be a good plan to take it out of the hands of B. altogether and let it rest between A. and the Commanding Royal Engineer?—For myself, I have established a little committee on which the Engineer officer and the B. officer go round, and I have put the Assistant Adjutant-General for A.—the musketry man, rather—on to it. These three go

and look at the proposed ranges, and they report that it is desirable to carry on musketry there—that there is camping ground, water, and the rest of it. Then begins the necessity of reference. Everything has to come up, plans, specifications, sites, showing where the thing is, how it is proposed to get it, who the leading man is, who has to sell, and the tenants, and so forth. This goes on sometimes for a year without much result.

8469. Do you think on the whole the present system of the Assistant Adjutant General for A. and the Assistant Adjutant General for B. is an improvement on the old Adjutant General and Quarter Master General system?—I think it is the same thing with another name.

8470. There are some important differences?—There are differences, but I think it works very well, and on the whole I think it is an improvement.

8471. (*Sir Charles Welby.*) I should like to ask you a little more about works, in regard to which you said just now you thought, perhaps, more decentralisation was possible than in any other respect. Do I rightly understand that your view is that instead of the present differentiation between Part I. and Part II. (New Works) and Part III. (Maintenance), you would give the General Officer a credit for a lump sum annually to carry out all works, both new works and maintenance, excepting, I think, that you did put some limit to the size of work in respect of which you would give discretion to the General. Might I put your view by saying that you would exclude only from the General Officer's entire control works of such magnitude as to be included, not in the Army Annual Estimates, but in the loans under which great works are now carried out?—No, I do not see, once a loan is given for a work specifically to be done, why exterior reference is so necessary. Once the work is decided upon, and the money is loaned, then I think it is one of those points which the General and his engineer should carry out.

8472. That is the carrying out of works?—Yes.

8473. But my question referred rather to a previous stage in the matter. It is a question of the allocation of funds to the various works, with whom the discretion of that allocation should rest, and where the discretion of the General Officer should end?—That must be for the central body; the big questions of defence, the larger questions, where you are going to put troops and build great works, must be for the central body and the result of the decision of a central body, a mixed body, sitting here in London. That is another matter. I would not for a moment wish that my remarks should in any way tend against that fact otherwise you would have confusion beyond confusion.

8474. But the present distinction, where the line at present is drawn, as I understand, between large works and small works, is the line drawn between Part I. and Part II., which separates works under 1,000*l.* in expenditure from works over 1,000*l.*?—Yes.

8475. May we take it that you think the limit within which the General Officer should have full control should be raised from 1,000*l.* to a higher sum?—If the work were of a nature already sanctioned he would not be making a new departure. I do not see where you should limit it. If he is fit for the thousand pounder he is fit for 2,000*l.*, or 5,000*l.*

8476. What I have not got quite clear is this: Would you give him a lump sum annually, based on the experience of the wants of the district for a certain past period, or would you give him a lump sum which represents the amount which he thinks he can spend within the year on services already specifically authorised by the War Office?—You might adopt either plan; you might either say: "There is that sum allotted to you for this year, which is based upon a calculation of the five preceding years, and you are expected to proceed with such and such and such work for it"; or you might adopt the other plan that you speak of. In either case you arrive, I think, at very much the same result.

8477. But in neither case do you give him full discretion?—Yes, full discretion.

8478. But, pardon me, did I not rightly understand you to say that you would give him discretion to spend the money, but only on certain services to which the money had been already allocated?—Certainly, but if he had money over on any one thing then you would give him a right of choice in the matter; I would not allow

*Lieut.-Gen.
Sir W. F.
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14 March 1901.

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14 March 1901

him in any way to go on his own line spending money indiscriminately. He is to carry out fixed and set services, and the only question is, whether you give him the amount or whether you check him constantly in his expenditure of it.

8479. My point is where the discretion as to what services should be taken in the district should lie?—Practically when he sends in his estimate now he puts what he thinks should claim a place in his expenses; it is not always followed, but still he is given the opportunity of stating his opinion. What you mean is, if it was a barrack question he would say whether he would construct the barracks at Taunton or Exeter.

8480. That is what I was coming to, with a system that really delegated responsibility to the General, whether theoretically the proper system should not be to give him a lump sum based on experience, not based on any particular set of services placed in the schedule and leave to him the discretion of expending that money on works to the best advantage?—He ought to be able to do that and say how the money should best be spent, and no one could say it so well.

8481. You do go as far as that?—I certainly do.

8482. And does the same principle apply, would you suggest, with regard to the other services, such as stores and supplies? With regard to supplies, for instance, of forage, you told us that you considered the detailed estimates that had to be made were largely fictitious and led to a large amount of waste of time and unnecessary writing, and I understood you to say that you thought in that case the General's Staff should submit a broad estimate based on experience of the wants of his district for the year; that he should be allotted a sum corresponding to those wants, and that he should then have full discretion to buy all that was needed for the district within that amount, accounting for it afterwards?—Yes, I think the advantages of such a system would be in the direction of at once getting the thing and training the staff to the duties they would have to perform abroad in other spheres of action, and there would be no increased expense. I think you would get rapidity of construction by it—quickness; and although (because nothing is infallible), he might make mistakes here and there, I do not think the sum total of the matter would show anything but advantage to the Service.

8483. And the same principle would, I presume, apply with regard to stores—warlike stores and equipment of all kinds required for the command?—You touch there another matter. For the command, yes; for the stores that he would want in his district, I see no reason against it; but the general provision of stores, of course, becomes a matter of policy.

8484. But the stores estimated to be required by the district during the coming year you would apply the same principle to?—Yes.

8485. Take the case of ammunition for the troops within the command; would it be a sound system that the General should make an estimate of the amount of ammunition required for practice services, and so on?—He does that now; and that is one of the systems that might be upset, like it was last year, when they cleared out all the ammunition in the district; but, as a matter of fact, the reserve in the district is a settled matter; it works upon fixed lines of supposed or regulated reserves.

8486. May we take it that at present the General Officer estimates his requirements in ammunition for his command for the year, and that he is then credited with a sum of money?—No. I see now what you mean. I would not make the supply of ammunition a matter of money at all, because, as I said before, that has got to pass certain standards and proofs and so forth, and it must be received in a central place and then sent out.

8487. I was going to suggest, as against this credit that you would have for ammunition, that you would make imposts or demands upon Woolwich or the central body, whatever the issuing body of ammunition was?—I do not see that the present system with regard to ammunition and the supply of ammunition, is faulty; it is only faulty through the thing not being there if it is asked for. At present, if I wanted ammunition, I am quite sure the central body in Woolwich would send it to me with all possible speed. I meant the supply of the troops in barracks—barrack furniture, utensils, camp equipment, clothing, and other things, of which I thought there might be a separate supply

from the supply to Woolwich, sent direct by the contractors to the Ordnance Stores Departments in the district. With regard to ammunition, I think it should be supplied from the central body.

8488. I only took ammunition, as an example, quite at random, of stores, but may I take it generally that you think the same principle might and should apply as regards stores as with regard to other forms of supply required for the command, that is to say, that the General should be given a lump sum, the amount of which should be arrived at, either by experience, or in whatever way is thought best, and that he should have full discretion for expending that sum, or for obtaining materials against that sum, accounting for it afterwards?—Yes; but you do not introduce ammunition into that question.

8489. If ammunition is an exceptional matter, perhaps we had better leave it out of account?—I do not see how the expenditure question would touch many of the items of which we have spoken, such as the supply of camp equipment, the supply of barrack furniture, hospital equipment, and so forth. If you like to make a money value of it you can.

8490. I am not speaking of absolute expenditure of the money, but of a credit?—Yes, a paper transaction. I see no reason against it.

8491. The money's worth should be at your disposal to use at your discretion, and account for?—Yes.

8492. You understand that I am only trying to get in some tangible form what your idea of real decentralisation is?—Exactly.

8493. To pass from that to the question of staff; may I take it that your view is, that in the event of any really large system of decentralisation being carried out you hold that it would be necessary that the staff of the General commanding a great district such as those proposed, should be divided distinctly into two parts, at the head of each of which there should be a staff officer of high position, who should have clearly-defined responsibility to the Army Corps Commander, one being what I may call the head of the Executive Staff, who would deal with training, discipline, postings, and the purely military work, and the other, the head of the administrative staff, dealing with supplies and transport, stores, works, lands, and pay?—I think so, on the German system.

8494. And do you think that the staff officer dealing with these what I may call administrative services should be an officer of high military rank necessarily, or that on the German system there should be either a military or civilian head as the case may be?—I should not make any rule as to his high military rank or anything of that sort. If he were a good man to work it, and had previous experience and showed that he possessed that experience, I should put him in. I would not let the question of rank come into the matter much; I am sure that in the higher ranks you would find officers who would fill the post, but I would not make the rank the determining factor in the matter.

8495. But you could hardly put the Commanding Royal Engineer, the Army Service Corps Officer, and so on, under any one but a staff officer of considerable rank?—Not in his fighting capacity as Commanding Royal Engineer, but in his constructive capacity, of course, you would have to have an officer of experience; but, as a matter of fact, he may be now, in a staff sense, under a junior officer, as what is called the Chief of the Staff may be of junior rank to those working with him.

8496. And I suppose it would be one difficulty in regard to this complete separation of what one may call the executive staff from the administrative staff, that an officer like the Commanding Royal Engineer has dual functions; he is executive as well as administrative?—Take Aldershot, there the Engineers are one of the most important field items, and they are, if I may say so, the best drilled and the best turned out for their work that I have seen; certainly second to none. The position of the Commanding Royal Engineer in the Field Army is of the greatest importance.

8497. You understand that I am only trying to feel my way towards the kind of staff that would be necessary to enable an Army Corps Commander to carry on this gigantic business, which it practically would be, under him without interference with his more direct duties of training and commanding his troops?—I do not see that the difficulty would arise in a tangible

shape. There might be difficulties of course, but then there is the General over all to settle those cases.

8498. With regard to rifle ranges, to which you referred just now, have you experienced very much difficulty in your dealings with the War Office with regard to rifle ranges?—I have not found what I call difficulty in the sense of obstruction or anything like that; on the contrary, they have always been most anxious to go into the matter in full; but there is an outside influence which comes into force which is not apparent on the papers, and that is the legal influence. The legal adviser of the estate and the legal adviser of the War Office have to be consulted, and an immense amount of correspondence goes on sometimes as to title, sometimes as to rate, and that delays matters immensely. It does not rest alone with the Quartermaster-General's Department here; he cannot answer me back. I can send to him, but then it has to be referred to the legal gentlemen; it becomes a legal question, and there comes in the delay.

8499. Have you, as a matter of fact, experienced difficulty or disadvantage from the fact that three branches of this office are concerned with the question of providing rifle ranges; that is to say, the Adjutant-General is responsible for musketry training, the Quartermaster-General is responsible for I do not quite know what, but mainly responsible with regard to rifle ranges, and the Inspector-General of Fortifications is responsible for works and purchase of land?—Yes; I can only say that the delay is very great, and I only wonder that more than three departments have not got to do with it.

8500. Have you a land agent in your district?—We have not a land agent, but we have a legal man. We used to have a land agent, but he was discontinued, and I think it would be an advantage to have a land agent.

8501. And that would be still more so in the case of the much larger districts with the larger geographical areas now proposed?—Absolutely. I think there would be a great saving of money and of time in having a local land agent.

8502. A highly qualified, trained man?—A man of good reputation in the place; one of the head houses of the place. We had him in olden times, but he was taken away, and I know we worked quicker through his agency, and I do not think more expensively than we do now.

8503. In fact, such an agent is as necessary to you as controlling the local War Department lands as to any other great landowner?—Yes, quite. The War Department is the largest landed proprietor in the place as a rule, and certainly the most important.

8504. And necessarily a large number of questions must constantly be arising with regard to boundaries, roads, and every sort of question that naturally arises on an estate?—Yes, as to rights of way and other questions that are constantly coming up; and we have to refer them up here always.

8505. (*Mr. Mather.*) And encroachments?—Yes.

8506. (*Sir Charles Welby.*) And the institution of such a land agent would make it easier for you to take on your own shoulders more of the conduct of these negotiations with which the War Office at present thinks it necessary to concern itself very closely?—Yes, I think we should get on much quicker.

8507. (*Mr. Beckett.*) Your views on decentralisation are very clear and I am reluctant to trouble you further on the subject?—Not at all, I am quite at your service.

8508. But in this Report of the Decentralisation Committee there are various suggestions made by different Generals dealing with matters which they say might with advantage be left to the discretion of the General Officer Commanding. I have compiled a brief summary of the things which they say might be so dealt with, and I should be much obliged if you would just cast your eye over it, so that we might know where we are in the matter. I fancy some of them have been decentralised, such as the question of schools (*handing a sheet of paper to the Witness*)?—Your first is, "Questions connected with Militia and "Yeomanry and Volunteers training, such as appointments of non-commissioned officers of camps, permanent staff, batteries, &c." Those absolutely could all be done in the district, or if not all, to a very great extent and the centralisation is very close still in the

matter of Yeomanry. And now if you will allow me to say so, out of that question there arises this. I would make the local sub-districts, that is to say what is called the Regimental District, deal with all that class of work itself. You put a full Colonel at a place like Bodmin. Exeter, or Taunton, a delightful little country place; you give him a barracks which holds on an average 250 men; you put a staff there of a major, a couple of captains, three or four subalterns, a paymaster, a doctor, and the rest of it; and when all is done the man has hardly anything to do. I would not like that perhaps to go on the notes, but he has not got at all to do what the district if properly decentralised would give him to do. The whole of that class of questions there I shall give to that man. I should say. There is your district, you extend up to the Bristol Channel on the one side and down to the English Channel on the other, and you must off your own hook run your Volunteers, your Yeomanry, your so forth and so forth, subject to my inspection; and as to this constant class of question that is coming up here as to the Yeomanry I would not let it come.

8509. It leads to an enormous amount of correspondence?—Yes, immense; I see it passing through.

8510. (*Sir Charles Welby.*) The Auxiliary Forces are a subject that Parliament takes a very special interest in?—Yes; and all I can say is I think we have the machinery there for it existing if we only turned it on to the Colonel commanding the Regimental District. He is a Senior Officer and he ought to be fit to take hold of that district. He has the inspection of these men and the looking after them, and I would give him the whole; I would not differentiate, as is now the case, as between the Engineers and the Artillery in his district, all of which come out of his district and come to a given man at Headquarters. I do not see why he should not take the whole of it.

8511. (*Mr. Beckett.*) Then the next is "Transfers to Army Reserve"; could not that be done without reference to the War Office?—Absolutely, there ought to be no reference whatever—that ought to work automatically: the man is there to be transferred and he ought to be transferred; there is no necessity for reference in these things.

8512. (*Mr. Mather.*) That is provided for somewhat in the amount of decentralisation already?—Yes, I think it is. Then there is "Release of prisoners to proceed with drafts"; that we all do absolutely—I have power to release any prisoners I like now. For instance, when I left Aldershot the other day I released about 50; I thought they were in for trifling things, and on the whole they had all behaved exceedingly well; so I released the whole lot by one Order, and I do not think discipline has suffered in the least; I think on the contrary it was improved. All those matters ought to be left to the General, every one of them; it goes without saying. Then the next is, "Transfer of men between Corps of every nature." Yes, absolutely.

8513. (*Colonel Miles.*) Are not these matters now decentralised?

(*Mr. Beckett.*) That is what I want to find out.

(*Witness.*) That transfer of Corps we do from one General to another. Then the next is: "Power to grant leave to Officers who go abroad," and "Expenses of funerals." We do that, but not altogether. As a matter of fact, the funeral references still exist when over a certain sum.

8514. (*Colonel Miles.*) Two pounds it used to be?—I have to refer, I think if it goes beyond 10s. more, or something of that kind. Then, "Contracts for fuel and forage," we do all that; "Field and Camp Allowances," "Transfer of Remounts." The Remounts Department manages that without any reference. "Casting and destruction of horses," that I do, only reporting it. I cast and destroy if necessary, and report. Then, "Appropriation of barracks," that I do. "All questions connected with schools," yes, there is no undue reference on them.

8515. (*Mr. Beckett.*) Then I gather that the recommendations made before the Decentralisation Committee have to a very large extent been carried out?—Only in specific details, not in the general principle.

8516. There is one more question. I want to ask you about voting a lump sum for the district, how would you deal with the balances?—I should think the General Officer must at once report his balance and

*Lieut.-Gen.
Sir W. F.
Butler,
K.C.B.*

14 March 1901.

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await orders about it, or carry it on to the credit of next year.

8517. (*Sir Charles Welby.*) If he had sufficient authority to transfer between items he probably would not have much balance?—Yes, of course he would show how he had spent it, and the inspection must be absolute.

8518. (*Mr. Beckett.*) I see it is recommended that the limitation to 100L. should be abolished, and that the General Officer commanding should have discretionary power to allot all savings under Parts II. and III. to the benefit of any other parts respectively. That you have carried out?—That is so. You do not touch upon the recruiting system at all, do you?

8519. One more question about travelling claims; could any simplification be made in dealing with them?—At present I do not find that they are working badly; they are working well, I think. There was a considerable decentralisation in the travelling claims, and I do not see anything against them.

8520. (*Sir Charles Welby.*) I should just like to ask you whether you have any views that you wish to give us on the subject of recruiting as affecting decentralisation?—It is the most important of all the questions, of course, and everything hinges upon it, just as when you are giving water to a town, you must think of the reservoir first; but at the same time I do not suppose it comes in much into your matter.

8521. Only as affecting decentralisation—how far it could be taken out of the Adjutant-General's Department in this Office—both the question of recruiting and the

The witness withdrew.

question of selecting drafts for foreign service?—That is a very difficult question to decentralise, because you are obliged to think first of the amount of the draft, and secondly of the means of carrying the draft. I do not see how you are to get away from centralisation in that, because first of all you must know the ship; you have to make up the draft from different detachments, and who is to be the deciding authority? All they do now is to send down and say, "You must have 50 men."

8522. (*Chairman.*) At a given place on a given day, and men of a given regiment?—Yes.

8523. (*Mr. Mather.*) Are you allowed discretion to choose your own men?—Within certain limits.

8524. And those are not vexatious limits?—On the contrary, I think they are very wise. There is a limitation made.

8525. They are the proper limits?—They are the only ones that there can be. You have to think of demand and supply.

8526. (*Sir Charles Welby.*) But with regard to recruiting, you do not see that any large measure of decentralisation is possible in regard to that?—No, I do not see that you can have any large measure, seeing that half the recruits, or such an enormous proportion of them, come from London. I have very wide views on the recruiting question, but as a recruiting question only, not as regards administration.

8527. Perhaps, if there are any further points that occur to you on the subject of decentralisation which you think would be useful to the Committee, you would kindly send them in to us?—Thank you, I will do so.

*Major-Gen.
Sir T. Fraser,
K.C.B.,
C.M.G.*

Major-General SIR THOMAS FRASER, K.C.B., C.M.G., examined.

8528. (*Chairman.*) You have been commanding the Thames District since 1898, I think?—Yes.

8529. And you have had a good deal of experience abroad and at home in commands?—Some.

8530. But I am not sure whether you have had any service in the War Office?—13 years.

8531. In the Inspector-General of Fortifications' Department?—Yes, but associated also with the mobilisation branch.

8532. I gather from the letter that you have sent us that you approve generally of what has been done in the direction of decentralisation, as the result of Mr. Brodrick's Committee, but that you think the work of decentralisation could, with advantage, be carried further?—That is the sense of my minute.

8533-4. You have given us several recommendations as to cases in which you say that larger powers might be given, which I think we will go through with you. But incidentally, upon one of them, while referring to the Royal Warrant for Pay, you say that the Final Audit should be made in the district?—It seems to me that that would be a very great advantage if it could be done, for this reason: that the changes in the troops, and in the personnel, are so rapid in the Army at present, that traces of transactions are lost at a very early stage.

8535. You mean that the audit would be got through more quickly?—The materials for judging of the rights of the case are on the spot if it could be done at once in the district, that is my point.

8536. Would it also be of assistance to you, as the General, if there were a local section of the Accountant-General's Department under a local auditor at your headquarters whom you could consult, if necessary, with regard to the interpretation of a financial regulation?—That is exactly what has been done, with, in my opinion, great benefit to at least one of the offices that I am familiar with at the War Office. The Finance Branch has a representative in the Inspector-General of Fortifications' office, for instance, who acts as his adviser, and helps him in that very way. Speaking from personal knowledge I can say that instead of being at enmity with the Finance side, the Inspector-General of Fortifications has got their help and advice; and I think that it would be an advantage to have a local section of the War Office Finance Branch in the district, to help the General Officer Commanding. The work would be intermittent and there might not be enough at times.

8537. And that Finance Branch, from being in the district, would probably have a better understanding of the difficulties of the soldier?—Yes. I may say that when I took up command of the district I found it was very difficult in battalions, companies, batteries, and so on, to keep systematically to one plan, and the task of a General who has to make annual inspections and to check the accounts of the units is rendered very difficult by the departure from system in units. The result was that I felt I must do something, and I took hold of the Paymaster of the district and made him, for the purpose, my Staff Officer. I do not know that it was done before, but I arranged that that officer should act as my Staff Officer, just as an Adjutant-General might do, for the special purposes of his particular branch. The result is that at each inspection I get a specialist to advise me on the conduct of the account keeping of the unit, and that has had a most admirable result. I personally could not pretend to have the technical knowledge of detail that a Paymaster has.

8538. But as things are now, supposing you consulted the Paymaster as regards the interpretation of any financial regulation he might give you an excellent opinion, but if you acted on his opinion, it is still quite conceivable that that opinion which he gave you might not be endorsed by the War Office?—Perfectly, and I do not act upon it for that reason; in every case of doubt I refer it.

8539. Then you would get over a number of those references if you had a local auditor with certain large powers delegated to him by the Accountant-General, whose ruling on the matter would be final?—That, on the face of it, appears to me an admirable suggestion, and one that would meet a difficulty that I have tried to meet in another way, but it would meet other difficulties. I would like, if I may, to add one word on that subject as bearing on your remark. I am convinced, as a General, that we are injuring the military efficiency of our officers by the task we impose upon them of account keeping and office routine.

8540. What officers?—The regimental officers.

8541. And the Company Officers?—I refer to the Company Officers.

8542. Does the Company Officer spend many hours over it?—He is responsible for loss if he does not, and he has to give time to it. You cannot get officers to give their whole minds to the military duty of troop leading and teaching, because their time is taken up otherwise.

8543. But does that financial strain consist entirely in keeping the company's account?—Looking after the company's account and other office work. It is all very well if the Company Commander has a good Pay Sergeant; he will take a good deal off him, and enable him to go and drill his troops and teach them outposting, but if the Pay Sergeant is constantly changing, as is often the case, the Company Officer has again to take the whole thing in his own hands, and again to look after the new man and teach him. The task is an onerous one, and it is injuring the efficiency of the army in this way, that it is taking up a deal of the time of the Regimental Officer, because he is obliged himself to look after the account keeping to an extent which I do not think he ought. In the navy there are experts on board.

8544. Does it take up more time than it used to. The Company Officer has had this duty for a long time?—I will not say that it takes up more time than it used to, but it has always been a duty on the officer, and I think it was a duty that was neglected in former days. Officers took their chance of loss in the old days; now we will not let them take their chance. We insist upon their personal supervision.

8545. What amount of time in a week or a month do you think it takes them in their offices?—The duty is more a weekly one, and then at the monthly making up of the accounts the work is laborious. The whole business is a harassing duty that diminishes an officer's efficiency.

8546. (*Mr. Mather.*) Can you give us an idea as to the amount of work they have to do month by month or week by week in making up all these accounts?—My impression is, that there would be one or two hours of office work nearly every day, but in normal times it might be less.

8547. (*Chairman.*) On the other hand it brings the Company Officer into a knowledge of and into contact with his men, does it not?—It does.

8548. That is an advantage on the other side?—Yes.

8549. (*Sir Charles Welby.*) Is this labour, which is imposed on the Company Officers, due to the complication of the accounts caused by the Pay Regulations and Allowance Regulations?—Yes, the complication of the accounts, owing to the number of regulations under which different payments are made to the men, is very trying.

8550. (*Chairman.*) For instance, are the accounts complicated by the 3d., of which we have heard so much, not being lumped on to pay as a matter of fact, but being assigned to some men and not to other men?—Yes. I may say that it fell to my lot, under Sir Evelyn Wood, to help to make the Egyptian Army, and there we had the financial question at once on our hands. We simplified the accounts by having a single payment to make. We never allowed it to be carried out except in the presence of an officer, and nothing made the Egyptian Army so good as that, because they came to rely on the English officer, whom they felt that they could trust. I have been present when payments were going on, and have seen fellaheen turn round and argue and appeal to the officers with the most entire confidence, and I think it would be a deplorable thing if the payment of Englishmen were not in the hands of the Company Officers. But I think that matters ought to be simplified, so as not to take up the time of Company Officers, who ought to be out drilling and manœuvring, and so on, and not breaking their hearts with the labour of figures, which is really, after all, only a means to an end. As matters stand, too, we have to choose the clerical soldiers for non-commissioned officers, not the natural leaders for war.

8551. That is because the Company accounts are so complicated?—So complicated.

8552. Owing to questions like those of the 3d.?—Yes, and all sorts of things.

8553. (*Sir Charles Welby.*) And clothing compensation?—Yes.

8554. (*Chairman.*) All these various complications have arisen I suppose in consequence of reforms which have been introduced at one time or another. At one time it struck people that it would be an admirable thing to give good conduct pay to improve the Army, and each separate complication of that kind has been kept up and they have never been consolidated in any way?—What has happened is this: the administration

of the Army has always met a temporary difficulty by a temporary expedient; that has been the spirit in which we have carried on very well, but it has had the result that we have a heritage of complication that is crushing to the operators. And those temporary expedients have accumulated in course of years to such an extent that the labour of carrying out the business is great.

8555. And they have become permanent?—Yes.

8556. And if your company accounts were simplified a good deal there would not be more work than the Company Officers could carry out?—At all events they would be in a much better position to do their primary duties of training troops to fight if the simplification were such that less time would be taken. I may say that I think the Paymasters of the district must in future give a very great deal more assistance—that they must help officers to supervise difficult questions and that the officers must look for assistance from the Paymaster's office more than they do.

8557. When a young officer is floundering about in accounts, not having had previous experience of keeping accounts, would you, as the General, send him to the Paymaster and tell the Paymaster to teach him?—That is done now to a certain extent; and I think it will have to be extended.

8558. (*Mr. Mather.*) The difficulty then would appear to arise largely from the fact that your Company Officers have not been accustomed to the ordinary routine knowledge of book-keeping?—At one time they were not; but, as a matter of fact, at the military schools now we do give them a certain amount of training in that respect.

8559. (*Sir George Clarke.*) Do you think that the duty of advising and instructing young officers in accounts should be formally placed on the Paymaster of the district?—I think the Paymaster ought to do it.

8560. (*Chairman.*) If the General told him to do it he would?—I tell him to do it and he does. But I want to bring the Paymaster more into actual touch with the conduct of business in the company. He ought to take it off my back, and he ought to take it, to a certain extent, off the backs of the Company Officers; he ought to give them the help that would shorten the labour of dealing with it.

8561. Before we go through the detailed recommendations that you have made with regard to certain regulations, there is just one other point in your covering letter that I should like to ask you about. You say that there is a good deal of delay as regards works because works are not begun till June?—I think I said as late as June.

8562. You say: "Under the present system, which renders it difficult to get works commenced till June very often"?—May, perhaps, would more truly represent the mean, but till June and July and even later I occasionally have difficulties.

8563. But the point is that works can be begun in April even although the Works Estimate is not voted?—No.

8564. If you get the sanction of the Treasury?—If I do, but I do not get it soon enough to begin on the 1st of April.

8565. Does the Treasury refuse sanction?—No, I do not say that they refuse sanction, but the course is that until Parliament votes the money we do not put the machinery of the Engineer Office into motion to make the estimates for contracts that go out to tender; that is the delay. I do not mean to say that Parliament does not give us the money before June, but the proceedings that have to follow parliamentary decision as to giving the funds, are so slow and laborious that we cannot actually get the contractor under way until May and June, sometimes considerably later.

8566. Are you not told as a rule in February or January what works are likely to be put into the Estimates so that you may get ready the plans and forms of contract to be able to begin on the 1st of April?—Yes, we do get a certain sort of admonition of the probable amounts that will be assigned to the district, but this is not an authority to prepare for contract.

8567. You do not get that admonition early enough?—Not nearly early enough. I want it in November or December, with a specific statement of those works which will be done in any case.

Major-Gen.
Sir T. Fraser,
K.C.B.,
C.M.G.

14 March 1901.

Major-Gen.
Sir T. Fraser,
K.C.B.,
C.M.G.

14 March 1901.

8568. Supposing that you got that admonition as early as October?—Then I should be all right, because I could then work my people in the winter, in preparing the estimates and designs on which we could go to contract and begin about the 1st of April.

8569. So far as you are concerned there would be no difficulty in your saying in October what you would consider the most necessary works?—I should have no difficulty whatever. I could readily make up my mind as to what works unquestionably should be done.

8570. Then if the War Office could tell you in October that you might consider it a probability that certain works would be in the Estimates, and that they would do their best to get them put in the Estimates, you would begin to get your plans ready and be able to start?—That is what I proposed, but the probability should be a certainty so as not to incur the heavy expense of preparing plans and detailed estimates.

8571. (*Chairman.*) It is scarcely a question for Parliament; it would be a matter to be done at the War Office. It is a matter which is done now in India. Those services are told in October that if possible certain works will be included in the estimate; it is a provisional promise?—I did not know that it is done in India. It is a thing that occurs to my own mind as a solution.

8572. We might, perhaps, turn now to the list of instances that you have given us with regard to detailed regulations in which you think the authority of the General Officer Commanding might be extended, but I should like to ask you first, whether you sent in these proposals to the Decentralisation Committee or any of them?—I do not think so, but that is a question I cannot answer without having an opportunity of consulting the Staff records.

8573. You would probably have made suggestions to the General who was commanding at the time?—No, I was not consulted except to a very limited and technical extent.

8574. Then we may take it that it is quite possible that there is some overlapping: they may have been made by other people, but they have not been considered as coming from you?—From me personally not.

8575. To turn to the King's Regulations, by No. 158 Generals are not allowed to vary the authorised scale of issue for the troops at the home stations without the sanction of the Secretary of State?—They are allowed to do so abroad and I only want to give them the same power at home.

8576. It is laid down in the Regulations that you must send telegrams on these subjects when the matter is of sufficient importance?—Yes.

8577. Do you think the authority could be safely entrusted to the General?—I think it could myself, but I recognise that the modern system, if I may say so, of some 18 months old, of getting answers and dealing with business by telegraph, which is an admirable one, meets to a great extent my objection. I am not very keen about it, but I think on the whole there are cases where it would be an advantage to let a General Officer use his discretion, but where he is practically within an hour or two's communication with the War Office it is not of the urgency of the other questions that I have put out, as far as the General Officer Commanding is concerned, though I think it is important for the War Office to save being worried.

8578. Next, I think you say that, as regards writing off over-payments as losses a limit of 1*l.* is exiguous; you prefer a limit of 10*l.*?—I think so. One exercises discretion in many other directions to an amount of 10*l.*, and it seems to me that if you exercise a discretion in one direction to 10*l.*, it seems reasonable you should do the same in others.

8579. Would you be satisfied with 5*l.*?—I think it is a very unimportant question, but I think in view of the fact that the General deals up to 10*l.* in certain cases, if any change is made, one amount had better be applied to all the different cases.

8580. I next come to your suggestion as regards the tenants of canteens. I think you want to make a reservation there?—Yes, if I may correct my memorandum, "The General Officer Commanding to have the power to sanction the tenant system himself except in the case of the Canteen Branch."

8581. What difference would that make?—The difference is this, that undoubtedly drunkenness is admirably controlled by the military system under which liquor is issued. The control of drunkenness and the control of drink is better, I think, than it can possibly be under any tenant system, where the object of the individual is to get as much liquor drunk as possible. I was under the impression that I had made that correction myself, but it is one that I desire to make. I do not propose that the General Officer should have the right of sanctioning the tenant system in the case of what we call the wet bar. The object of bringing in the tenant system as regards groceries is this, that at present, just as it is with payments, certain officers in the regiment have to give much of their time to supervise canteen work, which is not the business of an officer; it is taking him away from training his men and preparation for fighting.

8582. Making a grocer of him?—Making a grocer of him; very much to the interest of the men, because they got an extremely well-conducted business, at which they get things at the cheapest price; but you spoil our officer—who is generally one of the majors of the battalion.

8583. (*Mr. Mather.*) What are his functions?—He is engaged in supervising all these accounts and looking after the interests of the canteen, watching the things and doing all the work that really means the running of a great business. Where I am living at this moment one of the regimental institutes represents consumers numbering, I should say, at times up to 1,800 men, many of them married and their families having the right of getting groceries there too. The result is, it is a very large transaction indeed, and although I am not allowed to have an officer, I am obliged in self-defence to use an officer as a rule for that business, because it could not be carried on in any other way, and that officer's services are lost in part to me for regimental purposes, and because he has to do the grocery and liquor business, which is so serious financially that I cannot risk it.

8584. (*Chairman.*) What is the remedy for that?—The remedy for that is that some Civil Manager should be supplied to do the work that the officer does now.

8585. (*Mr. Mather.*) That is so in some parts?—It is so.

8586. Down at Portsmouth it is.—I dare say it is. I have been to Portsmouth, but I cannot at this moment recall the fact; but no doubt you are right.

8587. (*Sir George Clarke.*) Would it be the sort of post that you could put a retired officer to?—It would be an excellent and very suitable place for a retired officer; he would be much more in touch with the troops than a civilian.

8588. (*Sir Charles Welby.*) You would want one for each unit, would you not?—You would want one for every big unit, or in a garrison with one, two, or more units you might get him to manage all.

8589. (*Mr. Mather.*) I think in Portsmouth they bring in an assistant from one of the large grocery establishments in the town, and he controls the whole affair, subject to the inspection of the officer now and again, and with a tariff posted up in a conspicuous place on the wall?—Yes, we have that everywhere, but I understand that elsewhere, and certainly in my own command, we have to get the things looked after by the officer at present.

8590. The daily work of the officer?—The daily work of the officer; the officer has to attend there for one or two or more hours daily.

8591. (*Chairman.*) The next question I think is that you say that the General Officer Commanding ought to have power to extend the period of the tour of non-commissioned officers at depôts under special circumstances. What is this tour for?—They are detached from their battalions; they have to go to the depôt of their regiments, where they are supposed to train the recruits.

8592. And if it is necessary to extend the tour, have you got to refer to the War Office?—Yes, even if you want to extend a man for three months to meet some emergency, owing to the fact that somebody is sick, or is coming home in two or three months. For short periods I think the General Officer Commanding should have the power of extending the time.

8593. Then to pass to the Royal Warrant for Pay. By paragraph 123: An officer appointed temporarily to

act as Provost Marshal, Assistant Provost Marshal, or Staff or Garrison Quartermaster may be granted extra duty pay at the rate of 2s. a day, but subject to the approval of the Secretary of State. You think that the General Officer ought to be able to authorise that?—I think he ought to be competent to judge of the necessity; the Secretary of State usually acts on his advice, and I think in so trivial a matter he might fairly be left to act on his own judgment.

8594. And also he might exercise his own judgment in the case of Regimental Officers temporarily employed on special duty?—I think so.

8595. Also in the case of Warrant Officers?—Yes.

8596-8. Then we come to the point as regards forage. You think that the General Officer might give forage allowances. What does that mean?—What I mean is that in certain cases not covered by regulations, and for special and temporary reasons, General Officer Commanding might, I think, be allowed to authorise forage for officers who have to be mounted.

8599. And you also would like to have authority to allow an officer to take a servant with him on special occasions on a journey?—Yes, I think in certain cases, as in sickness, it is necessary for him; at present only certain officers can take a personal servant with them.

8600. Could you give us a typical instance?—A Colonel inspecting may require a personal servant to go with him; that is the kind of case in my mind.

8601. Is it, really and truly, the fact that if an officer's charger is found unfit for use owing to disease, permission must be obtained from the War Office for the officer to replace the animal from the remounts at a price which is already settled by the Regulations?—I think even since I wrote this we have had a notice on that subject which has met that case. I think, actually within the last few days, certainly after the date of my minute—at all events it was not in my mind when I wrote it—officers are now empowered to get horses at the rate of 10l. a year from the remounts.

8602. So that my question has been really anticipated by the War Office?—Yes, I think so.

8603. (*Mr. Mather.*) How is this question of remounts dealt with altogether for your mounted forces. When horses are cast, by your permission I presume, how do you obtain fresh remounts?—I demand, through the War Office, on the remount depôts, on the officer charged with the supply of horses. It is a branch of the War Office. The branch keeps a number of remounts at certain places, and the demands of all the services are sent in, and they simply supply what is required.

8604. You get what you require?—We get what they think we require, and as good as we can get.

8605. That works satisfactorily, does it?—I think on the whole it does; I think the service is well done.

8606. May you dispose of the cast horses?—The General personally sees them. I have to have an interview with the cast horse myself and decide it is not fit to be retained.

8607. And that is disposed of locally?—Yes.

8608. (*Chairman.*) To come to the Army Ordnance services, as regards the local purchase of stores, this you say can be done up to a limit of 10l. Is the local purchase of stores up to 10l. really done on the authority of the General Officer Commanding or on the authority of the Principal Ordnance Officer at Woolwich?—At present the General Officer Commanding, or his Staff Officer of Ordnance for him, has the right up to the limit of 10l. of buying locally then and there.

8609. The Regulation is rather obscure, I take it?—For stores authorised to be purchased by the Principal Ordnance Officer upon annual and intermediate demands the purchase will be carried out locally when the stores are required, unless the expenditure exceeds 10l. in value, when application should be made, in the case of home stations, on A.F.G. 1041 to the War Office for authority to purchase.

(*The Secretary.*) What happens is that your local officer sends a demand up to Woolwich for stores and the Principal Ordnance Officer will then say, I will supply so much, or you must buy certain things locally; but although the Principal Ordnance Officer says that, if the value of the stores to be locally purchased is over 10l. your officer has still to refer to the War Office for sanction, which appears to be unnecessary.

(*Witness.*) Yes.

(*Chairman.*) Then, who really gives the authority?

(*The Secretary.*) The Principal Ordnance Officer gives the original authority which the General Officer Commanding can then carry out if the value is under 10l., if it is over 10l. he has to apply to the War Office.

(*Chairman.*) Then the General Officer Commanding has no authority at all?

(*The Secretary.*) Except under the following paragraph 45, in an emergency.

(*Chairman.*) But not as an ordinary matter?

(*Witness.*) No, but that is quite right as regards the War Office action, because the Principal Ordnance Officer must have an opportunity of saying that he cannot supply what you want.

(*The Secretary.*) But when he says he cannot supply, that authority ought to be final as regards you.

(*Witness.*) Yes, and that ought to be up to 50l.

8610. (*Mr. Mather.*) Do occasions arise when applications are not promptly responded to?—If necessary I take the responsibility and buy at once. I should never hesitate, but I think it ought to be legalised. During the last two years whatever had to be done was done, and one is always backed by the War Office I find in such cases.

8611. How do you deal with the other limitation, which is restricting you to 10l. when some damage is done to any property? Supposing it to be 15l., what happens then?—I have to refer to the War Office.

8612. Does that involve a considerable amount of correspondence?—No, I do not much complain of that. It has this advantage, that the War Office, which collates, so to speak, questions of a certain class, is dealing with the whole country. They know how they deal with certain questions, and beyond the 10l. limit I personally do not object to having to refer those questions. I advise upon it, and my advice is as a rule followed; an increase may become necessary with the future development of local hiring of ground for manœuvring.

8613. Sometimes you may recover a certain portion of the loss, when an officer or soldier has damaged any property or clothing, or lost it, on the spot?—Yes.

8614. Could the War Office recover if it once passes out of the hands of the General Officer Commanding?—The General Officer Commanding will recover locally what he can, and then adjust the matter locally.

8615. Even above 10l.?—No. What I mean is this: that taking a case where the loss is above 10l., I have to submit it to the War Office for sanction. During the submission, or after getting the sanction, it is true that some of these things may be found. Then I should take the necessary steps, of course, to adjust the account.

8616. But there was a concrete case put to me at Portsmouth of this character, which seems to open up room for improvement—that an amount of clothing sent from Ireland to Portsmouth had gone astray and was lost, to the value of 45l. That was at once sent up to the War Office, whereas, if the matter had been decided on the spot by the General Officer Commanding and his staff, who would hold a little court of inquiry in case of any loss or damage of a serious amount, they might have recovered it; but it came up here and was lost altogether?—But that could have been dealt with otherwise.

8617. That was want of local management down there?—Perhaps so. I never hesitate to write to any General or his Staff Officer, to investigate any questions.

8618. Before you send up?—Yes, before I send up.

8619. You settle the case then practically between yourselves?—Yes, I communicate with the General Office Commanding in Ireland, or whatever district it is, and get the question thrashed out between ourselves without troubling the War Office.

8620. The point made to me was that they had no right to deal with that at all?—I think I have a right; at any rate I exercise it, and I am sure the War Office would wish me to do so.

8621. You take the initiative yourself, and present the matter before the War Office in a comparatively finished state?—Yes. Unless you do that you would kill the War Office with trouble.

Major-Gen.
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8622. (*Chairman.*) Under paragraph 145 you recommend the abolition of the returns enumerated there, because the major part of the returns appear in the Monthly Casualty Report. Do you mean to say that these returns are really returned twice over?—It is a reduplication of work that I think unnecessary.

8623. Have you any knowledge or any theory how this reduplication arose?—Different departments or sub-departments guard their own interests by the multiplication of returns; they do not think of the labour they put on the back of the unfortunate outsider, but simply look at it from their own narrow point of view of getting certain information; and other people do the same in other directions.

8624. There being so many masters in the War Office that each might ask for information without consulting the other?—Yes.

8625. Then you take us to the powers with regard to maintenance of boats and vessels. You say that repairs up to 100l. should be arranged for by local tenders?—I think that 100l. would be a limit that might very fairly be permitted the General Officer. It is a great thing to employ the local people; you carry on the business of life more agreeably, and you can look after the thing yourself, or your subordinates can. You can go down to the shipyard in your own town or place, and the thing is better looked after in some respects, I think.

8626. As regards making slight structural alterations the rule being against any structural alterations, would you not run up against the difficulty of defining what is a slight structural alteration?—I should not have any hesitation in deciding which was and which was not, myself, but I recognise that there is a possible element of doubt about it.

8627. Does it cause much reference and inconvenience in referring these points?—It is not the individual group of cases, it is the aggregate. That is the real thing that kills one.

8628. That is your answer. Then to come to the Militia Regulations. If a non-commissioned Militia Officer desires to accept a municipal office, at present, the Secretary of State has to give permission. What kind of municipal office would fall to a non-commissioned Militia Officer?—Ushers, mace-bearers, clerks, fire brigade work.

8629. I ask you the question because you put it yourself?—I may say that the point about it as regards the General Officer Commanding is that he is the best judge, being on the spot, as to what will hamper a man's performance of duty and what will not. That is the whole point.

8630. With regard to the complaints at Militia Inspections, you think these could be dealt with finally by the General Officer Commanding without going to the Secretary of State?—I think generally the arbitration of the General in these cases is quite sufficient, and may generally be looked upon as the best final decision you can get. I inspect a battalion of Militia. I make it a point, as everyone else does, to ask every man in the battalion if he has any complaint. A man falls out straight on parade, I see the commander; his Pay Sergeant, the Sergeant Major, the Commanding Officer of the battalion are all there. I hear the whole story, the man says his say, and they say theirs, all in my presence, and I administer patriarchal justice on the spot.

8631. You are like the Cadi under his palm tree?—Yes, without the palm tree.

8632. And you also think that the General Officer might have power to settle whether a court-martial should be held without reference to the Secretary of State?—Courts of enquiry and regimental court-martials which involve expense, say in moving members or witnesses, cannot be held without War Office authority, so that if there is a hurry, you may have to have a district court-martial instead of a regimental court-martial, because you can then cover the expenses. I think General Officers Commanding should be free to decide.

8633. And you would give some power to the General Officer to decide questions of extra leave and sick leave of Militia Officers and Militia Adjutants?—Yes.

8634. And also as regards their forage?—Yes, I think those are questions that the General Officer Commanding can be very fairly trusted to deal with on the spot without having to refer to the War Office, which

gives it a great deal of trouble; it practically can hardly go against the advice of the General in any case, in these trifling matters.

8635. Similarly you would grant the General power to settle what pay should be given to men on leave for any period in excess of three days?—Yes, I would. I really think that is a matter for local consideration entirely.

8636. And also the forage allowance for Submarine Miners; how does a Submarine Miner come to want forage allowance?—I have a concrete case which will perhaps give you the best idea. Shornemead Fort, near Gravesend, is a very inaccessible place, and it can only be got at by some miles of circuitous route clear of the range, and the men can only get round a certain way. There the Captain of the company of Submarine Miners has to get backwards and forwards constantly from the fort and to the fort in order to visit the company and do the work in connexion with the district, and the only way of getting about is a horse. He cannot bicycle because there are no roads to bicycle on. I raised this very case, and it was of course at once acceded to. See my answer to 8596.

8637. The whole point is that you refer a great many things which are acceded to as a matter of course, which give both you and the War Office a great deal of trouble?—Yes.

8638. There are further questions, I see, of the same kind, I suppose, on the question of gratuities to be given within limits already authorised to militiamen when injured on duty; you might very well settle that?—The Regulation is that a sum of 3s. 6d. a day for six months may be given to a militiaman injured in the performance of military duty and rendered incapable of resuming his Civil calling thereby, on an application forwarded to the War Office through the General Officer, supported by certain documents. Yes, I think that is just one of the analogous cases, a case where all the facts are before the General, and he ought to be capable of coming, I think, to a right decision.

8639. Likewise the vexed questions of travelling expenses in excess of the authorised annual visits, and also of the travelling expenses of officers visiting the Schools of Instruction. You would give the General power to settle all those questions?—Yes, I think so. If you choose the proper man to do your business, and hold him responsible if he makes a fool of himself, you ought to have the business done by him. Practically all these cases are audited; they arise in the accounts, and ultimately the audit is the point for raising questions upon them; and if the General Officer does not know how to carry on his business, it becomes known, and you must get another, that is all.

8640. (*Mr. Mather.*) Your point is that most of these cases are already carried out according to your discretion, and you think it better to have the Regulations altered?—No, not quite that; I am bound by the Regulations to refer them.

8641. But you act sometimes without reference?—Yes, sometimes in an emergency, such as the pressure of sending troops out to South Africa, but not in these ordinary every-day cases.

8642. But in this very trifling matter, paragraph 507: General Officer Commanding to have power to grant forage allowance when necessary to officers of Submarine Miners without reference to War Office?—I had to refer that to the War Office. I should have been reminded if I had not, and quite rightly under the Regulation. I am bound to obey the War Office Regulations, except where the emergency is such that I take the responsibility, which I am willing to do. But that is not an emergency case; it had been going on for some time. The man had a horse and used it, but it was a question of getting forage for it.

8643. (*Chairman.*) Then there is the question of shortening the period for which certain articles have to last—shortening the life of a boot—paragraph 1026: "The minimum periods for which greatcoats, capes, haversacks, helmets and leggings will be required to last before they will be exchanged are as follows," and so on?—That arose in this way. I had been inspecting a certain number of units in the Militia, Volunteers, and Regulars, and I found battalions coming into my command who were not in an efficient condition for fighting. Their haversacks would not hold food, and their water bottles had not plugs fitted properly. My contention is that the General who

is responsible to see that the troops are fit for fighting ought to have the power of making them fit then and there, without further reference.

8644. Then you give us a list of very parallel and similar instances under the Volunteer Regulations where you have to refer. To come down as far as No. 682, there is one that is not parallel to anything we have had under the Militia Regulations. There it is a question of returning arms into the Government Store. Has not that rather got to do with the public security and tranquillity generally?—You mean that it may be a question of State policy?

8645. Precisely; I do not know, but I ask myself the question?—I think myself that if a question of that kind has to be settled the best adviser would be the General.

8646. The best adviser, yes; but would he be the best ultimate authority?—I think the Secretary of State or whoever exercises the function would have to follow the advice of the General in a matter of that kind, who knows the local circumstances.

8647. But there might be other advisers, magistrates, chief constables, &c., as regards those local circumstances who, in view of the general security and tranquillity, might take a different view from the General?—That is quite possible, but what I have in my mind was the saving of arms from accidental injury—not a question of tranquillity.

8648. And at No. 691 there is another question different from any that we have had before, in regard to the testing of weapons. I suppose the reference there is because it is desirable to get a uniform testing of weapons?—Yes, it is more convenient. Many things interfere with the testing of weapons. I want men to shoot their musketry course and to do certain manoeuvres, and the time that is to be taken, and so on, is a matter that ought to be arranged locally. I would propose to do it myself at a time that suits me rather than take orders from the War Office as to the time that may suit them. Perhaps we ought both to be consulted in a matter of that kind. At present I have orders to do tests and repairs at a certain time and I have had to stop them in certain cases.

8649. Is that referring to the quality of the testing, the particular nature of it?—No, not the particular nature of it; it is the circumstances under which it is to be carried out.

8650. Then we come to a question about Rifles Associations: "The first application from a Rifle Association" (this is paragraph 784) "will be submitted by the General Officer Commanding the district to the War Office for authority to issue the ammunition." Once that authority is given then the General Officer authorises the issues of ammunition according to the Regulations?—Yes.

8651. Is that because the War Office wishes to keep a general survey and control of all the Rifle Associations of the country?—I really do not know the grounds on which that was done.

8652. Would your recommendation be accepted as a matter of course?—I am not sure of that. I really do not know the policy of the War Office; they may have excellent reasons, but I do not know them, and therefore I made that suggestion. I should, perhaps, say that in the limited time at my disposal, for I have been very busy over many other things, I have only called attention to these six different sets of Regulations. I do not wish the Committee to suppose from that that there are not many other Regulations which I could criticise very much in the same way if I had had the leisure to give to the task.

8653. *Chairman.* Possibly these are not exhaustive, but I think they give the Committee a very excellent idea as to the kind of references which are exacted from officers which you think might be dispensed with?—Exactly.

8654. *(Mr. Mather.)* You do not profess to have gone through the whole of the Regulations?—By no means, but these are the salient specimens which in consultation with my Staff occurred to me in the time which I could devote to them. I may say that I think the War Office supervision and check is an immensely valuable one, because they have to deal with people who know one section of their duties very well, but many others they do not know so well, and then they are in the hands of their subordinates to a certain extent. But I think the War Office supervision of the General's

functions as it exists now is a very valuable factor. It collates the system of looking at things from a broad point of view.

8655. What particular example are you referring to?—To take the first thing that occurs to my mind, the principles that guide people in making concessions about rates of pay, or concessions with regard to the sale of lands, or anything of that kind. There I think the War Office and the Treasury do exercise a most admirable safeguard in the public interest. I look upon the Treasury as the best safeguard of those interests in certain directions, and I say that after many years' experience. They have the broad principles on which these transactions have been conducted so thoroughly at their fingers' ends, that they keep people straight, and they safeguard in certain directions the interests of the public very much, with regard to State lands, &c.

8656. They preserve their interests in regard to the rights of way. Do you mean public rights?—That is hardly a Treasury question; that is a question for the War Office.

8657. With regard to parliamentary control?—Yes, I think that is so. The Treasury has the merit of being the least squeezable of departments, but they should not be allowed to stand in the way of great Imperial needs. Like others, they must do what is wanted.

8658. *(Chairman.)* To come to your last letter, you have given us a very interesting analysis of what the real situation of the General Officer is with regard to contracts for works under the 2,000*l.* limit. I suppose that what happens really now is this. Tenders for these contracts of works are called for from a list of contractors which is practically settled without reference to the Generals, because contractors are put on it without your being consulted, when you know nothing about, so that once a contractor is placed on the list, all contractors are considered equally good and efficient, and therefore the lowest tender is accepted as a matter of course?—Yes, but I should say in fairness to the War Office that if the General has certain grounds, and those grounds are well-defined, for saying that a certain contractor should be removed from the list, he can, in course of time, get him removed.

8659. With considerable trouble?—With considerable trouble. Occasionally he cannot get him removed at all, but that is the theory of the thing, and as a rule the War Office act on it.

8660. But at the other end of the list—let us say you can get a man removed with trouble from the bottom of the list, but men are put on at the top of the list by the Director of Contracts without your being consulted and without your knowing anything about them?—No contractor is put on the list approved by the War Office unless recommended by some General Officer Commanding, and I do not recollect any having been put on the list in my district without my being informed. The real difficulty is that one may find a contractor so impossible to deal with that no private body would think of continuing to employ him, and yet if his work be generally good I cannot get him taken off, even though I report he is recouping himself by litigious claims for a low rate of contract.

8661-2. But I suppose the difficulty would be met to a great extent if you had a large voice in determining that list of contractors, if it was revised from time to time, and no one was kept on the list without your assent?—I think so.

8663. Then there would be no difficulty in accepting the lowest tender?—There would be no difficulty in accepting the lowest tender, providing that the General Officer's recommendations have been accepted with regard to exclusions.

8664. And also with regard to additions?—And additions of course; but there is just one point that I tried to bring out in my letter, and that is that from the nature of each work, different men are better fitted—both from their localisation, from the place they live in, from the nature of the work that we know they do best, and from the nature of the work we know they do worst—some men are better fitted for one thing and some for another.

8665. That would lead you to object to such a man being put on the list for a certain class of work?—Yes. We do do that to a certain extent.

Major Gen.
Sir T. Fraser,
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8666. As it is now you have a list of men good for works of 5,000*l.* and over 5,000*l.*?—Yes, but it is not a question of money, it is a question of capacity for certain duties. Some men will do some class of work better than others; some are better at concrete work and some are better at sea work.

8667. Could you not object to a man being put on your list of contractors for iron work when he might be put on your contractors' list for cement work?—No, because they are mixed up so much; all these works are mixed up together, and it is only the local man who can say on balance who is the fittest man for the particular work.

8668. (Mr. Mather.) If you had two contractors, one capable of doing barrack work and one capable of doing fortifications work, solid concrete; in case of specifications being sent out, and tenders sent in, if one of those men should be slightly higher than the other, if the man you preferred to do fortifications work, (if that was the object in view) should tender slightly higher than the other man whom you might desire for barrack work, you would like to have the decision in your own hands to say, give that man that work because he is more accustomed to fortifications work than the other, and therefore we will pay more?—What I suggest here is what takes place in India. The executive engineer has the final voice in the selection of the men that come in. I know the personal equation; I know how overworked a firm is; they may have a dozen things to do, and I know that their personnel are not capable of running 13 things. If there is a slight difference in price, and I am satisfied that because they are an overworked firm, or I know that they have not the financial resources or other for the particular job, I should recommend the acceptance of the contract that was not the lowest. There are good reasons for that; if you know the whole case from end to end, the decision within certain narrow limits ought to rest with the General Officer Commanding. He ought not to be tied down to accept a contract where the difference between two men is very trifling, and where the sums involved are very large.

8669. That would not be a proper decision, would it? The decision in your case ought to be given on the ground that though the difference might be more than sixpence, might be 100*l.* or 1,000*l.* on a large contract, you must have the decision in your own hands, because you know the work done by A. instead of B. will be more than the 100*l.* or 1,000*l.* value to you?—Yes. Besides I may say that I know contractors who will cost the State more in the long run by other methods. A man is litigious, and that may lead to his making the contract pay by methods which are not anticipated in the contract. That is what it comes to.

8670. (Chairman.) Would it be possible to give the General in command of the district a certain sum for the maintenance of buildings in the district, and allow him to expend it entirely at his own discretion, subject of course to inspection to see that the buildings are all right?—I think it would be well sometimes.

8671. But the General would always have a highly trained man in his Commanding Royal Engineer at his elbow?—Yes, if you mean for keeping up works, that is so.

8672. And for repairs?—Yes.

8673. But not for minor works?—Yes.

8674. Could you give him a sum of money and authority to deal with all works up to that money limit?—Are you speaking now of new contracts?

8675. I am speaking of large works, new and old, Part II. works?—I think, as a rule, it is a discretion which might be delegated to the General Officer, subject to certain War Office control.

8676. Then you say with regard to the rejection of bad material that in civil life the architect who gives the final certificate really has the power of rejection?—I believe that to be the practice in civil life.

8677. Yes, subject of course to an appeal to the courts?—Yes.

8678. (Sir George Clarke.) Does not every contract give the contracting party, the War Office, the power of rejection of bad material?—Yes, the Superintending Officer has that power for the Secretary of State for War.

8679. (Chairman.) But your point is that the rejection of the Commanding Royal Engineer locally is not

final, that the contractor appeals to the Secretary of State?—Yes, through the Director of Contracts.

8680. (Sir George Clarke.) But on whose inspection can it be but that of the Commanding Royal Engineer?—If you have a contractor who is not satisfied with the decision of the Commanding Royal Engineer he at once appeals to the Director of Contracts to complain. I quite recognise that the Director of Contracts is bound to see justice done to the contractor, but the War Office contractors are practically safe with the Commanding Royal Engineer who, unlike a private individual, has no personal interest except to get the work done on the terms of the contract and in good time and most of them give no trouble to us.

8681. But no good contractor would do that?—But I am dealing with contractors who do it. It is upset over and over again, and then the Commanding Royal Engineer ceases to feel that he is a responsible being.

8682. Does that mean that the Director of Contracts takes upon himself the responsibility of saying that certain things that the contractor is doing are good enough?—No.

8683. And has an independent inspector been sent down?—Yes, an independent inspector comes down.

8684. Whose independent inspector is he?—Somebody from the War Office.

(The Secretary.) From the Inspector of Fortifications' Branch?

(Witness.) Yes.

8685. (Chairman.) Not from the Director of Contracts' Branch?—No.

8686. (Sir George Clarke.) Then it would be a decision, on appeal, from the Inspector-General of Fortifications' office overriding that of the Commanding Royal Engineer?—Yes.

8687. It would not be a decision from the Director of Contracts' office overriding that of the Commanding Royal Engineer?—No, it would not, but the reversal of the Commanding Royal Engineer's decision is brought about by appeal to the Director of Contracts who refers the question to the Inspector-General of Fortifications, who sends, perhaps, a surveyor down to deal with the thing on its merits. The result is that the decision of the Commanding Royal Engineer may be upset by the surveyor, and in any case is liable to be called in question, and his authority is thereby weakened.

8688. (Chairman.) That is to say the Inspector-General of Fortifications really acts as if he were a civil court. In civil life if your contractor says that through malice or for some other reason the architect has withheld the certificate, he appeals to the civil court, and an expert opinion is taken?—That is so, I believe.

8689. But I gather from you that the question is (if I am not attributing anything to you that is not in your mind) that as a matter of fact and as a rule the Inspector-General of Fortifications is so prone to take the side of the contractor against the Commanding Royal Engineer that the Commanding Royal Engineer feels his responsibility diminished?—No, that is not the case. The Inspector-General of Fortifications is called upon to investigate by the Director of Contracts. The Inspector-General of Fortifications and the Commanding Royal Engineer are alike interested in getting good work quickly done.

8690. You have given us a letter from your Commanding Royal Engineer who says that the system plays into the hands of the contractor; those are not your own words?—No, those are not my words; that was the typical way in which a typical case had been expressed by my Commanding Royal Engineer from his point of view. He considered the contractor should have first appealed to him, not to the Director of Contracts, in accordance with the terms of contract.

8691. But there would be no possibility of a change of that system; the contractor must have an appeal to somebody; in civil life he would have an appeal to the courts?—The contractor evidently must have an appeal, but the effect of that appeal is that the decision of the Commanding Royal Engineer is so uncertain in its finality that the Commanding Royal Engineer feels that he does not care to exercise the power, as every appeal seriously delays the work. That is why a litigious contractor should not be re-employed. The Naval Director of Works has all the powers of an arbitrator under the Arbitration Act of 1889.

8692. That either may be because the court as a rule leans unduly to the one side, or because the condemnation of the Commanding Royal Engineer is too capricious?—That may be so.

8693. (*Sir George Clarke.*) I suppose no case has arisen of work which has been rejected by the Commanding Royal Engineer being accepted without this independent inspection having taken place?—It could not, because the Commanding Royal Engineer has to get orders to reverse his action, and that could only take place through me under the orders of the War Office.

8694. But my point is that those orders would not be given except after an independent inspection on the spot?—Certainly.

8695. (*Chairman.*) Purchases and sales of land, you say, are invariably carried out direct by the War Office, and you do not wish to reverse that procedure?—Very far from it; I think it is far the best arrangement that there could be.

8696. But you say, as a matter of fact, the War Department's Land Agents for the Thames District reside at Dover?—That is another question. They are the local land agents, not the experts employed at the War Office. They are paid solely by percentages on lettings.

8697. Your point is that you ought to have a local Land Agent?—Yes, for rent collection, not for land purchases. I have an agent at Dover for the Thames district, what I want is one in each sub-district of the district near his work, and knowing local conditions. The point that I was dealing with is this: there is a consulting land agent in the Inspector-General of Fortifications' branch, who is an expert in the matter of purchase and dealing with land, and he has access to the Treasury Solicitor, who is an expert on legal questions. That combination is the best that can be made for the conduct of purchases. I have had to deal with them for many years myself; but I feel that the War Office is armed with means which I do not now possess, and which certainly no General that I know of does possess.

8698. (*Mr. Mather.*) I suppose we may take it from the many observations you have placed before us in writing and by word of mouth, that the decentralisation, so far as it would affect materially the position of the General Officer Commanding, ought to go to the extent of giving him full powers over his district in every particular within the Vote, within the Estimates of his requirements year by year?—Full powers of disposing of the money subject to my previous remarks.

8699. Full power of disposing of all the money voted for him for his requirements during the year?—That is not the case at present, you know.

8700. That is what you consider should be the case. You have remarked both verbally, and I think in one of your letters, that decentralisation ought to be largely extended; that, so far as it has gone under the new regulations, it has been good?—Yes.

8701. You would like to see it largely extended?—Yes.

8702. And that large extension, judging from the remarks and suggestions that you have made, seems to point directly to going the whole distance of placing on the General Officer Commanding in a district the entire power and responsibility of dealing with everything arising under his command, without reference to the War Office, excepting on unforeseen and largely important questions?—Parliament must vote the money; authority for the money must be given to the General Officer, of course.

8703. Quite so.—But having been informed what money is at his disposal in the district, it is for him, I think, to make the best use of it.

8704. That would be the ultimate position that you would like to arrive at?—Yes, but there is this to be said, that questions of fortifications are Imperial questions; they are decided by a Joint Naval and Military Committee, and they are questions in which certain things must be done under the decision and advice of the Navy and the Army; and it would not, I think, be right for the General Officer to depart from the recommendations of the most competent Military and Naval authority without authority, nor should he be deprived of the technical help and experience of the fortification experts in the Inspector-General of Fortifications' office.

E 15090.

8705. But then fortifications are not local works, really; they are built locally, but they are works for the defence of the whole country?—Yes, they are Imperial works.

8706. But as regards barracks and drill and manoeuvre grounds, and arranging with Volunteers and Militia, and Reserves changing from one regiment to another—everything that the General Officer has to do now with the sanction of the War Office, so to speak, going into such extraordinary details—you think it would be the ultimate perfection of decentralisation to place that control in the hands of the General Officer commanding?—Yes.

8707. And you think that a General Officer with your experience would be quite willing to take that responsibility?—I should myself be prepared to do so.

8708. And would give ample guarantees for a proper financial check?—I should myself. I happen to have had some experience.

8709. You spoke of your officers, your Captains of Companies, having so much clerical work to do; does that arise from the fact that the pay system is extremely complicated?—Yes.

8710. If it were made perfectly simple, so that you might probably make it one sum to cover all sorts of things, with an occasional allowance given in your discretion for some exemplary conduct or for some special service rendered, your officers would not have the same trouble as they have now?—If you could simplify the details of account keeping the officers would be in a position to pay their men, which, as I say, is a most desirable function, and at the same time not be so hampered with financial considerations as to be really more or less unfit for their fighting duties.

8711. So that there is room for great improvement in that respect without any damage to the Service?—I think so. I think the simplification of payments ought to be carried to the utmost limit that is practicable.

8712. And all that concerns the new regulations which would arise out of an amended scheme should be put into the hands of the General Officers everywhere, giving them full control of their own districts, apart from the great works that you have spoken of?—Yes.

8713. (*Sir George Clarke.*) In regard to what you have said about the time of regimental officers being largely consumed in matters of accounts, to the detriment of their attention to their military duties, do you think that that to some extent also applies to the Staff, whose time must be largely taken up with matters of routine?—Of course. The whole trend of my recommendation has been to do away with correspondence as far as possible, and let officers get out into the field.

8714. And you think that as regards the training of the Army it is serious matter that so many officers should have their time occupied by, and their attention concentrated upon, all sorts of formal and routine matters?—It is quite fatal.

8715. As regards the contracts questions, you think that your present limit of 2,000*l.* should be increased; would 5,000*l.* meet your requirements as a limit?—There is no principle in the thing.

8716. You did not give anything in particular, you merely proposed an increase: would 5,000*l.* meet your view?—I cannot say that there is anything magical about 5,000*l.*; I think an increase is desirable; I cannot say that 5,000*l.* particularly commends itself to me.

8717. You think 5,000*l.* would be better than 2,000*l.*?—Yes, that is exactly the attitude I take.

8718. As regards the working of contracts under the General Officers Commanding, I understand you consider that the objection of a General Officer to a particular contractor as unfit for a particular work ought to be accepted as final?—I think so.

8719. So that in the case of any particular work the list of persons tendering would be a list of which you approved?—Yes.

8720. Therefore in all such cases the lowest tender would be automatically taken?—No, the difficulty I saw when I discussed that question before was this: You must have a list of contractors; the General may approve of that list in general terms, but according to the nature of each contract, and the nature of the work in each contract, and the nature of the local circumstances connected with the contract he, with a full knowledge of the local circumstances, is best able to

Major-Gen.
Sir T. Fraser,
K.C.B.,
C.M.G.

14 March 1901.

Major-Gen.
Sir T. Fraser,
K.C.B.,
C.M.G.

11 March 1901.

judge whether one individual or another, both of them being in general terms acceptable, would be the best man for the particular job.

8721. But I was rather hoping that the list of tenderers, of persons to whom tenders could be sent, having been submitted to you, and you having expurgated that list of all names of people that you thought could not carry out the works for some reason or other, then the lowest tender would be accepted?—With a list where each name has been selected by the General Officer Commanding, with a view to the particular work, the lowest tender could always be accepted. What I should like to do would be to select the contractor that I think best for each work. I know that cannot be done, but that is what I think would be the best plan. In every case you have several men on the list, and the particular circumstances of the case being thoroughly known to the local authority, he is the best judge as to which of the three or five or seven would be the best to do that particular work, having regard also to the prices at which they tender.

8722. In your district have you ever had a contract given out for a work to a contractor to whom you objected?—Yes; there was a contractor who did good work, on the whole, though his materials were sometimes bad, but his ways of carrying on work were intolerable so far as the engineers went.

8723. (Chairman) But his work was good?—His work was, on the whole, good; therefore I was debarred in that particular case from asking that he might be struck off the list, though I reported in the strongest terms, and often, that in my opinion and apart from the quality of his work he should not be re-employed.

8724. In what way was he objectionable?—He took contracts on such low rates, in my opinion, that he could not make money out of them on the terms of his contract, and he kept out better men.

8725. But if his work was good what did that matter?—I will tell you why; because then he endeavoured to recoup himself by continually raising disputes and claims on side issues, and the amount of fighting over every item of every piece of work in the district was such, that the Engineer's staff could not cope with it. I had to represent that really the work was more the work of a solicitor than the work of an Engineer officer, and that the whole energy of the Commanding Royal Engineers branch was taken up in dealing legally more or less with disputes rather than with supervising the general business of building; no private individuals would have re-employed such a man, I think.

8726. Was this arising on the plans and specifications?—I do not think so. I think occasionally if we could have foreseen we might have made the terms of the contract so tight that the question would not arise, but substantially the plans and specifications are good enough under ordinary circumstances to carry on business amicably with a good contractor; that is to say, with a contractor who deals with it purely in a business way, apart from taking advantage of any chance that he had of recouping himself for a low tender.

8727-8. (Sir George Clarke.) Have you not had to report very adversely upon some work done in one of your sub-districts?—Yes.

8729. Was not that the same contractor?—Yes.

8730. Had you not in that case to renew a considerable amount of work?—Yes.

8731. And even now, I suppose, you cannot feel quite confident of the state of the work below ground?—No, I have ripped it up and I am satisfied now that the work is safe.

8732. But it might be a rather serious thing, might it not, that a fortification of that kind should be delayed by having to cut out a great deal of work and put it in again?—In my annual report I represented that I thought it a very serious danger to the State: that the battery where it arose was the most powerful battery in the place, and that any delay that might arise might under certain contingencies be a supreme danger to the State.

8733. And that risk would not have been run if the contractor to whom you objected to for that particular work, among others, had been struck off the list?—I believe the probability of its arising would have been very small from other contractors. Mind, I express no opinion as to the contractor's personal knowledge of the defects that were going on. I have carefully

guarded myself against that, but *quod facit per alios* of course applies.

8734. (Sir Charles Welby.) I should like to get a little more clearly from you if possible what is the degree or kind of decentralisation which you think possible and desirable, because I rather gathered from your answers to Mr. Mather just now that you went so far as to express the view that the proper system would be to give practically to the General Officer Commanding a District a lump sum based on experience of his requirements in past years, or some other basis of that kind, and that he should then have a free hand to run the district for the year with that sum, accounting for it at the end?—Subject to the limitation that I made to Mr. Mather with regard to the Imperial nature of fortifications and new barracks, &c.

8735. But from previous answers that you gave in the earlier part of your evidence with regard to works, I rather gathered that you did not altogether think it possible or desirable for the War Office to give the General Officer Commanding a District a lump sum and a free hand to spend that lump sum on works in his district?—It is quite clear to me that the War Office must control the action of the General Officer Commanding to a certain extent, because they alone are competent to direct the policy of disposition of troops, and what new barracks have to be built. Those are questions that have to be settled in the first instance of course, but when the Secretary of State, under the advice of his experts, decides to build barracks in a certain place and the general plans and arrangements for such new departures as are thought desirable for building barracks have been indicated, then the General Officer Commanding should have as free a hand as he possibly can. When policy comes in (that is my point) either defensive policy or Army policy of distribution, it is quite clear that it is the function of the Commander-in-Chief not the General Officer, and that the General Officer in that case must not say, I think I had better have barracks for A instead of B. That is impossible; but within the limits of the decision of the highest authority the General Officer Commanding ought to have the freest hand that he can, I think, in the expenditure of the money that is allotted to his district.

8736. That is to say that he should have a lump sum annually, which he could spend at his discretion on services which have been approved by the higher authority?—Yes.

8737. And that he should have perfect freedom to divide the money among those services, or to postpone one such service and hasten on others, whether they were services of maintenance or new works on a moderate scale, at his absolute discretion?—He ought to have a discretion in the disposition of the money under the conditions that have been laid down for him by the Secretary of State as advised by his experts; I think that is the best way I can put it.

8738. I am not very clear how that differs from the existing system; it is all a question of what is the amount of control and discretion which is reserved to the Secretary of State and his advisers, is it not?—It is, but I think that the terms I suggest to you would give a wider scope to the General Officer than is given to him at present.

8739. In fact that Part I. services should be treated very much as Part II. are now treated?—I do not ask for authority to execute services which have not been submitted to the War Office. You see, where policy comes in, either in regard to the distribution of the troops of the Army in England or Ireland or Scotland, or in regard to the defence of the ports and so on of the country, the questions must be decided by the highest authority. The lines of that policy are laid down, and within those lines of policy when the money is voted the General Officer ought to have as much discretion as possible in order to carry out locally the intentions of the Secretary of State for War.

8740. (Mr. Mather.) And my questions, of course, assumed those limits.—Yes, I think I understood that. I have endeavoured rather to give the broad lines on which I am working in my own mind about it.

8741. (Sir Charles Welby.) Is it your experience as a General Officer Commanding that your relations with the Inspector-General of Fortifications in regard to works generally lead to a good deal of delay and unnecessary cross reference?—There is a good deal of correspondence, but my relations with the Inspector-General of

Fortifications are always extremely friendly, and I find that my views are given every reasonable attention, the advice I receive is valuable and essential.

8742. It is a fact, is it not, that it is not merely concerned with the Inspector-General of Fortifications alone, but the Quartermaster-General also comes into all questions of providing accommodation to the troops?—I do not see how in the War Office such a question could be touched without consulting jointly the Inspector-General of Fortifications, the Director-General of Ordnance in defensive questions, and the Quartermaster-General.

8743. And that intercommunication with departments is in your opinion inevitable under any conceivable system?—It must be under the present system. I think a better one might be devised, but, as matters stand, any attempt of a department to deal with a Military question by itself is a very dangerous one. If, for instance, the Director-General of Ordnance wanted to take ammunition out of a district in a moment of emergency to meet a want elsewhere, without consulting the highest military authority in the War Office charged with defence, that in itself would be a very dangerous course, however wisely exercised. That is a very good typical case of the risk of one department attempting to deal with questions affecting general Military efficiency; their want is very great, and they think on the whole it will be best to take ammunition from a district where they think nothing is going to happen, in order to meet an emergency elsewhere; and no doubt they are generally right, but the danger is that they are not looking at it from the point of view of the defensive character of the district. I quote it to show that any one department, were it to attempt to deal with a question affecting defence, for instance, without consulting the ruling authority would be on dangerous ground.

8744. Have you had any experience since you have commanded the Thames District of acquiring land for the creation of a rifle range or artillery range?—Yes, as regards hiring lands I have had a little; I have had certain cases in which I have failed egregiously, I may say.

8745. To what has that egregious failure been due; to the difficulty in dealing with private owners?—I endeavoured to get field firing carried out at Milton Ranges; I dealt personally with about 40 tenants on an adjoining property, and I found it practically impossible to come to anything like terms.

8746. You are aware, are you not, from your experience at the War Office, that in a matter of rifle ranges, not two, but three departments of the War Office are concerned, the Adjutant-General, the Quartermaster-General, and the Inspector-General of Fortifications?—Yes.

8747. Do not you think that that is a system that must necessarily conduce to delay and cross references, or do you think it is essential?—I think it is absolutely essential; you cannot separate these questions. The Adjutant-General has certain functions and interests, and represents them. The Quartermaster-General has

others, and the Inspector-General of Fortifications has others.

8748. Can you tell me what are the exact functions of the Quartermaster-General with regard to ranges, I mean with regard to the acquisition of the land for the creation of ranges?—He is the person who is supposed to decide what land is necessary for the ranges, but he must be advised as to what functions the ranges are to perform by the Adjutant-General. The purchase of land and the construction of the range and buildings is a matter that ultimately comes to the Inspector-General of Fortifications; he has a land branch in his office, assisted by the legal advisers of the Treasury, and his is the only competent office for dealing with the question of purchase of sites. I have had to do with these transactions in a variety of cases in Ireland and elsewhere when I was at the War Office.

8749. That is the reason I put the question to you; I was doubtful whether practically the Quartermaster-General did not fulfil a function somewhat in the nature of a post office between the Adjutant-General and Inspector-General of Fortifications with regard to ranges. I gather that that is not your view?—I think not, because he has to consider the getting to the places, the transport and housing of the troops, and every question that affects the Army in those cases. I do not see at all, I am afraid, how you could deal with the system otherwise than it is being dealt with at the present time in that respect, because you must consult everybody concerned.

8750. (*Sir George Clarke.*) But if a range has to be established in a district surely the best judge of the place is the General Officer Commanding the district?—That is another point. The question put to me was whether one branch of the War Office instead of three could deal with the question. I do not think it could; the General Officer Commanding is at the head of all his branches, and the Staff of the district never deal with questions on their own account; they simply prepare the evidence for the General, and the General gives the final decision, having heard everybody himself. Instead of writing letters as the branches do in the War Office, necessarily I admit, I assemble the officers concerned in my room and have it out on the spot without any writing at all. The result is that one can carry on one's staff work in a way that is extremely simple; everyone knows his share of the work, and when people differ they express their views on the spot. I go out and look at the ground if necessary. There the General has the advantage of being at the head of everything, and he collates all the information and advises the Secretary of State on it. The previous questions had reference to what happens when the General Officer Commanding's advice reaches the War Office, though in some cases the War Office initiates such questions.

8751. (*Sir Charles Welby.*) And what is under him is on a manageable scale?—Yes, that is true, but manageableness depends on organisation, not on the amount to be done; by proper delegation anyone near can cover any amount of work and keep it straight.

The witness withdrew.

Adjourned.

Major-Gen.
Sir T. Fraser
K.C.B.,
C.M.G.

14 March 1901.

TWENTY-SEVENTH DAY'S MEETING.

TWENTY-FIRST DAY'S EVIDENCE.

At the War Office.

Tuesday, 19th March 1901.

PRESENT:

MR. CLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. J. GIBSON, *Secretary*.

Gen. H.R.H.
Duke of
Connaught
and
Strathearn,
K.G., &c., &c.
19 March 1901.

GENERAL H.R.H. the DUKE of CONNAUGHT and STRATHEARN, K.G. &c., &c., examined.

8752. (*Chairman*.) You have been commanding the Forces in Ireland, sir, since 1900, I think, and before that you had command of the Aldershot District, and the Southern District, and prior to that you were Commander-in-Chief in Bombay, and also commanded a Division in Bengal?—Two divisions, Rawal Pindi and Meerut.

8753. Have the measures carried out in consequence of the Decentralisation Committee's Report tended, in your opinion, to save references from the Districts to Pall Mall and to free the hands of the Generals?—To a slight extent in disciplinary questions, but not to any appreciable extent in any of the Royal Engineer questions.

8754. It is very difficult of course at this moment to compare the condition of things before and after the Decentralisation Committee's Report, because the War has introduced abnormal conditions, which I suppose made themselves felt in Ireland as much as elsewhere?—Probably more in Ireland even than elsewhere. Owing to the abnormal conditions everything is upset, and this is specially due to the incessant change of the Staff, both Army Staff and Royal Engineer Staff. (Military and Civil).

8755. I gather from your letter of the 28th of February that you are in favour of still further decentralisation; and perhaps it will be as well to go through the points you raise. With regard to works, you have raised the question, you tell us, on other papers, of employing a qualified War Department Land Agent in Ireland, to conduct locally the negotiations respecting land?—Yes, I am strongly in favour of this. That paper that I handed in to you refers to it; and here is another paper on the same subject (*handing in the same*) which sets out the reasons why I made the recommendation; it makes the reasons fuller than in letter of the 28th of February.

8756. There has been, I believe, a very varying practice as regards land at Bearhaven?—Yes, it has lasted seven years, and I am unable to hand the correspondence in yet; it is still in the hands of the Crown Solicitor in Ireland.

8757. Do you attribute that delay to the fact that there has been insufficient staff to conduct the negotiations?—Yes. At the present moment the Chief Engineer in Ireland has no staff officer; he ought to have an Assistant Adjutant-General, but since the war he has been without one.

8758. And whom does he conduct the negotiations with?—Principally through the Chief Crown Solicitor, and, as regards minor questions, through G.O.C.s of districts.

8759. And does he refer to the Government solicitor in Dublin?—Incessantly. Nearly all the business is done under the advice of the Crown Solicitor.

8760. Do the queries, as regards land, chiefly concern the purchase of land, or do they also concern the hiring and letting of land?—Purchase of land is the most important, owing to having to deal with the landlord as well as the tenant, but there are numerous questions affecting the hiring and letting of land.

8761. You have dual ownership?—Yes, that is it.

8762. Then your proposal, I take it, is to give the Commanding Royal Engineer in Ireland greater power and additional staff, and to enable him to settle all financial points about land, in conjunction with the Treasury representative in Dublin?—Yes, subject only to the personal inspection and supervision of the Inspector-General of Fortifications, or his deputy, and the advice of the Crown Solicitor on legal points.

8763. Would you fix any money limit to the questions with regard to land that he might deal with?—I think not; I do not think any limit is necessary.

8764. We have had it in evidence that at present sanction from the Treasury is necessary for the purchase, sale, or exchange of lands by the War Office up to a limit of 1,000l. We have been considering the advisability of recommending that this limit should be raised to 5,000l. in the case of the War Office. Do you think that if the limit was raised for the War Office, the War Office could, in their turn, delegate their power to the General Officer Commanding?—I think that anything that the War Office are allowed to do should be allowed to the Commander of the Forces in Ireland, and I would also suggest the same with regard to the General Officers Commanding the Army Corps when they are formed, or the one Army Corps that would be in Ireland.

8765. Under the heading of Works, you state that estimates for the execution of works under Parts II. and III. of the Works Vote should be entirely in the hands of the General Officers Commanding up to a limit of 100l.?—Yes, I think up to 100l. in Part II., and everything in Part III.—Part III. being the maintenance, Part II. being the small structural alterations.

8766. We have been considering the advantage of recommending that any excesses on Parts II. and III. may be met out of savings on the Works Vote generally in a district. Would you be in favour of giving General Officers Commanding power to deal with excesses in this way, so far as the Works Vote for their particular command is concerned?—I think they should have full power over all savings.

8767. Do you see any reason for the division of these works into Part I., Part II., and Part III.? Would it not be possible, perhaps, to have a simple division into two parts:—Part I. including everything over a certain money value, and Part II. including all smaller services, whether new works, repairs, maintenance, and so on. There seems to be too much classification?—I

suppose the classification is on account of the division in the Inspector-General of Fortifications' Department.

8768. Yes?—It is the system under which the division of the work is carried out.

8769. If the Votes could be simplified, I mean?—Yes, if the Votes could be simplified.

8770. No, it would involve the changing of the Votes. We want to get your opinion as to whether you saw any real reason for continuing the Votes in that form?—I cannot see any real reason myself for it.

8771. Then I gather that your general position is, as regards small works, that inspection from the War Office should take the place of the submission of details to the Inspector-General of Fortifications' Department, and that would mean a considerable saving in correspondence?—Yes, I think that should be so, as far as possible, in everything: an inspection previous to small works on their being asked for, and an inspection subsequently when they have been carried out.

8772. The inspection previous to small works to see if they were wanted?—Yes, and then afterwards to see if the money had been properly spent.

8773. But you would not leave it to the discretion of the General Officers Commanding to settle what small works were wanted absolutely, and confine the inspection of the Inspector-General of Fortifications' Department merely to seeing whether the work had been carried out properly?—I am afraid the Generals are not quite educated up to that yet. I would suggest beginning with having the inspection, and then, in time, I am certain that we could dispense with it, that is, the previous inspection; but I doubt it at the present time. I think there might be some loss to the country; perhaps some works might be carried out that were not necessary. I do not know whether I have made my answer clear or not. It would be the desirable way in the end.

8774. (Chairman.) Yes, I think I quite understand?—We ought to work up to that, but I am rather doubtful whether we are quite capable of it at the present moment.

8775. I think we have heard the story here of a conservatory having been considered a small work in one district; I do not know if you mean anything like that.

(Sir George Clarke.) That was in bygone days; there is nothing like it now.

8776. (Chairman.) You say that General Officers Commanding should have full power to deal with everything connected with contracts up to 2,000*l.*?—Yes, I think so.

8777. We have been told by one General Officer that the power now given to deal with contracts up to 2,000*l.* is really an illusion, because the General Officers are not consulted in the formation of the list of approved contractors from whom tenders are called; so that there being a list of approved contractors, and all by reason of their being on the list being considered equally good and capable, the lowest tender is naturally accepted?—That is the case.

8778. Then that does make the General's power an illusion?—Yes, it does to a great extent.

8779. And the General having no power to revise that list, having no voice in that list, cannot direct the contract to a particular man for a particular work?—Yes. I remember a case at Aldershot or Portsmouth where the contractor I knew was eminently unfit and we were ordered to employ him.

8780. Did you protest?—I did protest. I think Colonel Miles will remember that there was a case at Aldershot of a contractor who had done bad work and we were ordered to employ him.

8781. (Colonel Miles.) I do remember something about it, Sir, but I do not remember it very well?—I regret I can only speak from memory.

8782. (Chairman.) Then may I take it that if the General Officer had a deciding voice in the formation of this list of approved contractors, that difficulty would be got over?—I think so, distinctly.

8783. To come now to decentralisation of correspondence, you suggest that the copying of War Office letters at Headquarters might be avoided if the War Office (that is the Inspector-General of Fortifications' Department) sent three copies of their letters, two

press copies, I presume, and one other copy?—Yes, that would be a great convenience.

8784. Is it the fact now that a letter comes down to you, and that then it is copied two or three times over?—Yes, it has to be copied at least two or three times.

8785. No press copies are sent?—No.

8786. Has attention ever been called to that, it seems such a simple thing?—Yes, I wrote to ask that that should be done; I have a copy of my letter here.

(Secretary.) That was one of the recommendations of the Decentralisation Committee of 1898.

(Chairman.) Has it been carried out?

(Secretary.) I am afraid it has not.

(Duke of Connaught.) May I read from this letter:—“War Office Letters on Royal Engineer Subjects, the copying of them by General Officers Commanding . . . and Divisional Officers of Royal Engineers would be obviated if the War Office would either send three copies of each letter or use type-writing copying ink, so that press copies could be afterwards taken.” The first would be better: the three copies I think is the simplest.

8787. (Chairman.) It would seem so easy for the War Office, while copying its letters here, to take half a dozen press letters?—This has been recommended by me; it was recommended last month. I brought this copy of my letter in case you asked anything on the subject. It was also refused to Field Marshal Lord Roberts on his application in July 1898.

8788. But you have had no answer yet?—No. It seems an obvious thing, but it has never been raised before; perhaps I am partly to blame:—I have been in command a year and have not raised it; but the questions are so numerous that one is only gradually able to take in where one can make a reduction in correspondence.

8789. Coming to Ordnance, you recommend that the scope of the ordnance workshops in Ireland should be extended and that such simple articles as ladders should be manufactured in them?—Most certainly.

8790. Where are the ladders manufactured now?—It is at discretion of P.O.O. They are either made at Woolwich or purchased locally by his order.

8791. Do you mean to say an ordinary ladder has to go round from Woolwich?—Yes, sometimes.

8792. But in your opinion, they could be just as well inspected in Ireland?—Yes. They could be just as well inspected here.

8793. (Sir Charles Welby.) Or you could inspect them if you only purchased them?—Yes.

8794. (Chairman.) Are there any other articles like ladders which could be so easily manufactured in Ireland which are supplied in the same way from Woolwich?—Yes. Brooms and brushes, &c., and such barrack stores. This would encourage trade in Ireland.

8795. But it would be very desirable to do so, would it not?—Most desirable; and it is a great expense to the Government, because all these things have to be sent over to Ireland, and the freight on a large mass of things is considerable; whereas you could buy them on the spot or make them on the spot; if this were done, a contract could be made to include delivery to any station or barrack.

8796. What is an Ordnance workshop limited to doing, if you cannot make a ladder?—Repairs, really. That is the only thing they are doing.

8797. Surely you have plenty of officers in Ireland competent to inspect blankets and ladders?—Yes, any inspection that can be made by an artificer.

8798. (Sir George Clarke.) And, in some cases, might it not be cheaper to purchase locally?—Much cheaper. A list of the articles has been forwarded for your information.

8799. (Mr. Mather.) And it would be a matter of policy also to employ Irish labour to supply the Army?—Yes.

8800. (Mr. Beckett.) I was going to ask you whether you do not think that would be a good plan from every point of view?—Yes. Of course they must come up to the standard, and they must not be more expensive

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19 March 1901.

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19 March 1901.

than they would be; but, as a matter of fact, they would be less expensive.

8801. (*Mr. Mather.*) And shipbuilding in Ireland is as cheap as it is in England, and all labour of course, is much cheaper there than it is here?—Yes.

8802. (*Chairman.*) Could your Ordnance officer send us a list of articles similar to ladders that he now gets from Woolwich, and which, he thinks, could be manufactured there?—Yes. I will hand a W.O. letter which contains all the information (*see Appendix VI. (f)*).

8803. (*Sir George Clarke.*) Your point is, sir, is it not, that your Ordnance workshops should be allowed to make anything that they can?—Yes.

8804. That there should be no restriction upon them, provided they have the time and the means?—Yes. Of course we might be very hard pressed,—we might be overworked, and then unable to comply with the demands; then we ought to be allowed to purchase locally.

8805. (*Chairman.*) But I think that if your Ordnance officer could give us a list of articles like those actually sent from Woolwich, the publication of such a list would have a striking effect?—Certainly.

8806. (*Sir Charles Welby.*) I suppose the theory is that it is worth obtaining everything at Woolwich, because as Woolwich is purchasing in bulk for the whole British Army, it does conduce to economy on the whole?—I suppose that is the idea. Also they have an idea that nobody can inspect but at Woolwich.

8807. There would be no essential difficulty in establishing a Branch of the Inspection Staff in Ireland or at any other great Military centre, would there?—No, but I would deprecate centralising inspection too much.

8808. (*Chairman.*) Purchasing in bulk applies to certain articles for getting them cheaper, but not to all articles; you have to consider the cost of freight, as to whether you should purchase ladders in bulk?—Exactly.

8809. (*Sir Charles Welby.*) The argument for local purchase and inspection, which would apply with great force in Ireland, would not apply with anything like so much force at Aldershot?—No, we are on a different footing; there is a long journey between Woolwich and Dublin, and, besides this, stores are sent from Woolwich to Aldershot chiefly by canal.

8810. And Woolwich and Edinburgh also?—Yes.

8811. You would not send a ladder from Woolwich to Edinburgh; it is rather a large undertaking?—No doubt.

8812. As regards the purchase of stores, the General Officer Commanding, I understand, can authorise local purchases, but not in excess of 10%, in the case of Ordnance Stores?—That is so.

8813. Would you desire to see that limit raised?—I think it might be raised to 100%, once the authority is given. At the present moment you get the authority, and having got the authority, you may not spend more than 10%.

8814. And under paragraph 45 of the Army Ordnance Regulations, what class of stores is referred to there?—To all barrack and hospital utensils for barracks, for the fittings of barrack rooms and wards, and for general stores.

8815. And that is limited?—Yes, and that is limited, but sufficient.

8816. Then you recommend that a larger stock of stores should be allowed to Dublin. I suppose that applies principally to Ordnance stores?—Yes, it would apply really to all Ordnance stores.

8817. Is there a store room?—There is a very large store there now; it has been very largely increased.

8818. The store accommodation?—Yes; it is very complete.

8819. What is the reason why so small a stock is kept?—The present regulations limit this to two years average annual issue.

8820. (*Sir Charles Welby.*) This paragraph did not refer to mobilisation of stores?—No, only to ordinary stores.

8821. (*Chairman.*) Your general recommendation, I take it, is in the direction of making Ireland a self-contained and self-supporting organisation as far as

the Forces go?—Yes, that is entirely my contention. I think it is the most practical plan.

8822. As we are on the subject of stores, it appears that there is a system under which Commanders of regiments and other units put forward demands for Ordnance Stores, without any reference to the question whether they have already exceeded their annual provision under any one head or not. The local Ordnance Officer is charged with seeing that the requisitions do not exceed what is allowed to the unit; a duty which is rather difficult to perform?—This is provided for in equipment regulations. There is a fixed allowance that the Chief Ordnance Officer may not exceed.

8823. No, they may not exceed that allowance, but we came by this information at Aldershot when we went round with Sir Redvers Buller; his Ordnance Officer assured us that the Commander of the unit went on making requisitions for such and such stores, without any reference to whether, if he got them, he would be exceeding his annual provision or not; it was left to the Ordnance Officer to check them and say: You will be exceeding what was allowed you under this head or that; that the officer himself commanding the unit kept no account?—Then the officer was very much to blame; it is quite contrary to the Regulations. If brought to the notice of the General, it would be his business to stop it.

8824. The Commander, then, of the unit ought to keep the run of what he is asking for?—Yes.

8825. And not throw the responsibility upon the Ordnance Officer?—No; but the Ordnance officer, on his part, has no right to advance it, because his regulations are very distinct as to what is the annual issue, and he has only the right to have that; if he wishes to have more, he should make some special request, under some exceptional circumstances, which he would have to prove to the satisfaction of the General.

8826. As it is the Ordnance officer does not only check the payment from the ledger, but makes what he calls a pre-audit, and keeps a very elaborate account; and we were told that they found it very difficult very often to check exactly what the Commanders of the units had got?—I have never heard of a case of that kind.

8827. (*Colonel Miles.*) If it is beyond the Regulations it comes to your Royal Highness, and you approve of the requisition or not?—Yes, and they would have to show me chapter and verse that it was necessary; if it was not, I should not allow it.

8828. (*Chairman.*) As regards repairs to equipment, for instance the equipment of a battery, we have been told that in the course of a year so much leather, so many straps, so many curry combs, and so many other items are issued to the battery, whereas it is just possible that in any particular year the wear and tear may have fallen more heavily on some items than on other items. Would it not give the officer more discretion and make him take more interest in the wear of his articles, if, instead of being supplied with so many buckles, brushes, combs, and so on, he were given a credit on the Ordnance Stores of so much, representing, let us say, the value of what he gets now, and then was allowed to draw out (provided he did not exceed the credit) exactly the items he wanted, one year perhaps more brushes, next year more leather, and so on?—I think the different items are not quite the same. On the question of buckles, I doubt whether the Commanding Officer could get the proper buckles except through the Ordnance people.

8829. But one year he might want more buckles, and fewer brushes, say, and then another year he might want more brushes and fewer buckles; whereas he gets the same amount of both articles in every year?—Yes, he certainly might.

(*Secretary.*) The intention is that he has to get them all from Army store.

(*Duke of Connaught.*) Oh, I thought he was to have the money, and go outside; and I was in doubt about that, because you might get a buckle that did not fit your equipment, or you might get some very bad leather.

8830. (*Chairman.*) No, he has to get it from the store, but instead of being bound to get so many buckles and so many straps from the Ordnance Store in the year, he could vary the amount; one year he could get more buckles and fewer brushes, and another year more brushes and fewer buckles?—I should doubt

whether he could do under the regulation amount of brushes. I think he requires them all.

8831. But in some articles perhaps the wear and tear would be more in the year than in others?—But, as you say, the question of buckles is rather a different thing. I think over some ground which is difficult ground your buckles may be constantly going; on other ground, where you have no difficult ground, probably not a single buckle is gone; in that way I do agree with you. But the present system has worked well. Personally that question has never been raised.

8832. (*Colonel Miles.*) The Ordnance Department, I think, Sir, have not often raised difficulties in the way of Artillery harness?—No.

8833. The issues are rather liberal?—Yes; if there has been some special wear and tear, they have generally at once made it good.

8834. (*Chairman.*) It has been suggested that it might tend to make the officers take more thought of the wear and tear of equipment and take more interest in it, if, instead of knowing that they got so many items of this class and so many of that in the course of the year, they got a credit allowed to them, and were given the responsibility of making requisitions within that credit. Would that not help them to keep the run of things and conduce to economy?—My experience is that the officers are particularly careful over that. The Artillery is probably the only branch of the Service where there is a little more responsibility. From the day a Subaltern joins he is responsible for two guns and two wagons, and the horses, harness, and the men in that sub-division. That does not exist in any other branch of the Service. So that I think the Artillery officers are accustomed to more responsibility than any others, and, therefore, I think their work is better done. I do not know whether I have made that quite clear. There is no sub-division of the command in a company of infantry or in a squadron of cavalry, but there is in a battery. The Subaltern is responsible from the day he joins for everything in his sub-division.

8835. (*Sir Charles Welby.*) The idea underlying the Chairman's suggestion is, I take it, that the more discretion you can give to the Commander of the unit to distribute a certain sum of money or a certain credit as he thinks the circumstances may require, the more inducement there will be to him to economise in certain directions in order to have more money to spend in other directions?—I think that is quite sound.

8836. At present he may economise carefully and successfully, say, on the buckles; I only take a particular article by way of illustration, but that does not give him a penny more to spend on such things as brushes, of which he may be specially in need at the moment?—No.

8837. And I think the suggestion was, that if he had such a power it would distinctly contribute to economy?—I should be all in favour of it. I think the principle is thoroughly sound.

8838. (*Chairman.*) Yes, that is the idea?—Yes, perhaps I did not quite understand it before.

8839. With regard to writing off of losses of stores or deficiencies in cash accounts, provided there is no proof or presumption of theft or fraud, do not you think the powers of Commanding Officers are rather small?—They are much too restricted, I think. I think the General Officer should have that power; of course, the General's inspection should be the check, and he ought to be able to check any irregularity.

8840. But if the General Officer was given power to write off up to the limit of 5*l.* in the case of cash and 50*l.* in the case of stores, would that meet the case? The limits are 1*l.* and 10*l.* now, I think?—I think that ought to do very well. You see the General finally approves of the Board, and that appears to me the check that it is correct.

8841. But as it is now, anything over 1*l.* and 10*l.* has to go up to the War Office?—Yes; I cannot see that there would be any objection to that limit being extended to the amount that you suggest, or that there would be any loss thereby.

8842. And that would minimise to some extent the correspondence?—Considerably.

8843. It is just upon those small and trifling matters that there is so much correspondence?—Yes.

8844. We have had it stated that difficulty occasionally arises in districts because there is nobody from whom the Headquarters Staff can get a final ruling as to the interpretation of a financial regulation. I suppose now a General would, if he felt any doubt, probably consult his Paymaster?—Yes, the District Paymaster; as a rule they are very good, and they are well up in all the Regulations.

8845. But, however excellent their opinion might be, there is no reason why it should be final and binding on the War Office. You might have an excellent opinion and yet the War Office might raise a query afterwards?—Yes. Am I to understand by that question that you propose to have the audit in the command?

8846. Precisely; we propose to transfer, say, to Dublin a section of the Accountant-General's Department from here, under a local auditor, to conduct the audit locally; and as regards the interpretation of regulations, if he was referred to and said, within the power delegated to him by the War Office, "This is the interpretation of the regulation," the General might count upon that as being final?—Yes, he would consider it final.

8847. And it would be final?—Yes. Whether you would have quite enough work for a permanent Accountant-General's Department, in my command for instance, I am not quite certain.

8848. (*Colonel Miles.*) But it is proposed, sir, that he should take over the pay lists and all the accountant's work of the command—the whole of the Accountant-General's work?—Then it is a much larger question than I thought.

(*Mr. Mather.*) And Ordnance stores also.

8849. (*Chairman.*) The proposal is a large one?—Yes. I did not understand the scope of it at first, from that particular point.

8850. You think that such a thing would be an assistance?—Yes, I think so.

8851. And we should like to have your opinion very much upon the proposal in its more general aspect. I think there would enough work, because we should be detaching from the War Office here a staff occupied all the year round with Irish accounts, only the work would be done in Dublin instead of here?—Yes, I think that would be very desirable.

8852. It would tend to make the audit more rapid?—Yes; there is great delay in the audit, no doubt.

8853. And it would put, I imagine, the officials of the Accountant-General's Department more in touch with the actual difficulties and necessities of the soldiers?—Yes, I think it would.

8854. And promote a good understanding between them?—Yes. I should be entirely in favour of that now I understand the scope of it. As a matter of fact, I put into my answer rather the reverse, because I did not quite appreciate the extent of the change proposed.

8855. I am afraid we did not make it quite clear. There appears to be a sort of feeling in some quarters now that the Accountant-General's Department and the soldiers practically occupy hostile camps, and that they should never come into contact; whereas we are rather inclined to believe that if they did come into contact, and knew each other's difficulties, things would go more smoothly?—Yes, I think some small reforms might be introduced which would be very valuable.

8856. One condition of the proposal is that the officers of the Accountant-General's Department transferred to Dublin should be interchangeable with the Central Staff here—that there should be a going backwards and forwards?—Yes, that would give them all a little experience of what the direct work in a command is; I think that would be valuable.

8857. They would bring up here a knowledge of the actual necessities of the Army, and, at the same time, men going down from here would refresh and reinforce the traditions of the Central Office?—Yes, I should say it would be specially valuable for the experience they would gain down there and bring back to the War Office; I quite appreciate that. I think it is a very good plan.

8858. In India, of course, you had your Accountant-General in close touch with you?—Yes.

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8859. And he was in close contact with the difficulties and needs of the Military?—Yes. The accounts, I cannot say, are similar in India; there is a great deal of red tape in India; but it is on the spot; it is done quicker.

8860. You had your Military Accountant-General on the spot?—Yes.

8861. And you could consult him before you took action, and occasionally he pointed out to you a way of getting round difficulties?—Yes, this was so.

8862. Under the scheme recently announced by the Secretary of State for grouping the districts into six large Army Corps, do you think it would be possible to transfer to the Commanders of the Army Corps any of the work now performed in the departments of the Adjutant-General and the Quartermaster-General at Headquarters?—I think the greatest possible power should be given to these Generals Commanding Army Corps in their own commands.

8863. Is there any special direction in which you would confer power upon them with regard to the Adjutant-General?—There are many minor points that are referred to here which might be dealt with on the spot by the individual General. Questions of moving—we cannot move an Army Service Corps man from Cork to Dublin or the Curragh, or *vice versa*, without reference to the War Office.

8864. What is the reason for that?—Because he is borne on on a different strength.

8865. (Colonel Miles.) Borne on the headquarters of the corps?—Yes, it is the headquarters of the corps centralised at the War Office. One would have thought it would be sufficient to state in the return that went in next month that one more Army Service Corps man should be at Cork and one less at the Curragh; it would appear that that was sufficient, but it is not, under the present organisation.

8866. The General having transferred him?—Yes, because he is a departmental man; his headquarters, as Colonel Miles points out, are at the War Office.

8867. (Sir George Clarke.) That means, does it not, sir, that you have not got full power over the distribution of officers in your own command?—Yes.

8868. (Sir Charles Welby.) Would not that be obviated if the Army Service Corps were constituted into six regiments or battalions corresponding with the six large Military Districts to be created, with headquarters in each district?—I think it might; but it is a large question. I should be sorry to give you an answer immediately without thinking it out a little further.

8869. It involves many considerations of foreign service which complicate it very much, of course?—Yes.

8870. (Chairman.) Are there other questions of transfer besides the Army Service Corps officers which you have to refer to Pall Mall?—There are Artillery questions and Engineer questions.

8871. (Colonel Miles.) Your Royal Highness gave rather full evidence upon that before the Decentralisation Committee?—Yes, and that has been acted on rather. There is the Army Ordnance Corps. It is the departmental corps that cause all this reference up to the War Office. I gave the instance of an inefficient groom to a bandsman's horse at Aldershot; his battery was within 10 yards of where he was, and it took three months to transfer him, and I forget how many times it was signed—it was signed, I think, 15 times by five different officers, and when the order ultimately arrived the order was carried out in a few minutes.

8872. I think that has been changed now?—Yes, it has been changed on the strength of the report of that Committee.

8873. (Chairman.) As regards decentralisation, there is one great difference between any system which would be possible here, and, let us say, the German system, in the fact that every district here has to furnish drafts for foreign service?—Yes.

8874. How far could the work, with regard to drafts for foreign service, be decentralised?—It is a little difficult to say, because, you see, the drafts are made up sometimes partly from the home battalion and partly from men from the dépôt. Of course, the dépôt may be in one place, and the district in another; therefore, in that district, you would not know what number of men they had available at the dépôt. At the War Office they know. And we should not know how

many men they would require, say, in India. We may take a case in point. Let us say the Fourth Rifle Brigade in Ireland has to furnish a draft of 200 men for the Third Battalion in India. We should not know in the Dublin district what number of men they wanted, but the War Office would know, because they get the Indian Returns; they would know what number of men are leaving India on the expiration of their service, and, therefore, they would know how many men would be required for that draft. And they would also have the return at the dépôt of the Rifle Brigade. If there were any men that came up to the regulation of the Service and standard of development to be sent out with the draft, we in the district should not know those points, that is a difficulty I foresee. I do not say it is insurmountable.

8875. Is the only way to surmount it, direct correspondence between the districts and India?—Yes, it would be; but there you would be dealing with another country, I think that is the reason it has been centralised at the War Office.

8876. Dealing with several other countries?—Yes; they get the returns from India at the War Office. In the districts, of course, we would not know.

8877. (Colonel Miles.) As you say, sir, at present it is administered from the War Office, because the Adjutant-General has the information as to the numbers required by the foreign battalion?—Yes.

8878. He has the state of the dépôt before him?—Yes.

8879. Which may not be in the command of the General in whose district the home battalion is serving?—No.

8880. But if all of that information was centred in the home battalion, then the district could administer the draft?—Yes.

8881. Of course, at present it is administered from here under the letter of instructions?—Yes.

8882. Which lays down minutely the terms and conditions of service of the men who have to go out?—Yes; and then that is sent to the home battalion, and they are told exactly how many men they have to furnish.

8883. And you have references between yourself and the War Office if there is any change necessary in that letter of instructions, if you take a man out or put another man in?—Yes, if the General, when he sees the draft sees a man whom he considers not fitted to go, he puts him back and takes a waiting man—we always have waiting men to meet casualties, and then that man would take his place, and he would immediately communicate the fact to the War Office. Take the third battalion of the Rifle Brigade at Rawal Pindi—that is, in the Rawal Pindi District—in the Punjab Command. I do not see why I should not in the Irish Command communicate with the Punjab Command on that question; and then when the third battalion of the Rifle Brigade go into another command, they should in the same way communicate through whoever is the General there.

8884. (Chairman.) And that would also mean a change in India, because the Punjab Command now communicates through the Commander-in-Chief at home?—Yes; but I do not see why they should not communicate direct. Reliefs go on in India the same as they do in the United Kingdom. I see no difficulty in it.

8885. If they were placed in communication?—Yes, if we were allowed to be, but we are not allowed, it is not the system.

8886. But you think it would be of advantage?—I think it would be of advantage. I think it would place more responsibility upon the General at home, which I think, is everything, and besides it would save time.

8887. And it would save the correspondence?—It would save a certain amount of reference between the War Office, the district and India, and the home battalion.

8888. (Colonel Miles.) Does your Royal Highness know the Monthly Rank and File Return kept at the War Office?—Yes.

8889. You would require to keep a similar sort of statement to that return in your command?—Yes, but that could be done easily, because as a matter of fact, it is compiled in the regiments before it comes up there.

8890. (Sir Charles Welby.) May we take it that as a matter of fact the General Officer Commanding the

district does now select the drafts?—Only within certain limits.

8891. Within certain conditions laid down he selects the individuals who comply with those regulations?—Yes.

8892. And their correspondence has to take place with the War Office?—Yes. Say 25 men are to be sent out to the 3rd Battalion, he sends to the Officer Commanding the 4th Battalion and says: "I have to furnish so many men, they must be 20 years of age, they must have over a year's service, and they must be passed by the medical officer as being medically fit."

8893. It is only quite the last year or two, is it not, that even that amount of discretion has been left to the General?—Yes.

8894. The Adjutant-General's Department used actually to earmark certain individual men to form part of a draft?—Yes, quite true. I think I gave an instance of that before the other Committees. They said a certain man, Private Smith, was to go out. Private Smith, I thought, was not fit, and I wanted Private Jones to go out; but as they had named Private Smith by name, he had to go.

8895. And that was changed by the Decentralisation Committee?—That was changed after that last Committee, and that is a great improvement.

8896. (Chairman.) Were actually the individual men named?—Yes, actually the individual men were named that were to go out.

8897. With what knowledge of them?—None, I think, they were probably in the Table.

8898. (Colonel Miles.) That was only the Army Service Corps, sir, who named butchers and bakers by name?—Yes, and I did not want a butcher when they named a butcher; I recommended a baker.

8899. (Sir Charles Welby.) I think the underlying idea was that the General Officer Commanding the District at home was so interested in the efficiency of his own command that the War Office could not trust him not to send out in drafts to India those soldiers he was most anxious to get rid of?—Yes, but I think we have got beyond that.

8900. (Chairman.) Have you any opinion, sir, as regards the abolition of the Deputy Adjutant-General for Royal Artillery?—I have always been in favour of the abolition of the Deputy Adjutant-General for Royal Artillery, and, personally, I am very glad that he is not there any more. Perhaps you will ask why? The reason is that, from my experience, having served both in the Royal Artillery and the Royal Engineers myself, I have noticed that the feeling is very exclusive in those two regiments. I think it is a disadvantage to them, as a regiment, and I also think it is a disadvantage to the country.

8901. And the existence of the Deputy Adjutant-General kept up that exclusive feeling, you think?—Yes; everything centred in him. I think every soldier in the Army should be under the Adjutant-General.

8902. (Sir George Clarke.) But I take it that the Deputy Adjutant-General for the Royal Artillery was directly under the Adjutant-General?—He was, and he was not. He was to a certain extent; but every Order had to go through him; he would issue every Order to the Royal Artillery, and it almost became a Regimental Order.

8903. But he was absolutely controlled, was he not, Sir, by the Adjutant-General?—He ought to have been; he was to a certain extent, but, as a matter of fact, he was not; he was officially, but not practically.

8904. Then, supposing that the Deputy Adjutant-General for the Royal Artillery was only a subordinate officer of the Adjutant-General for the Artillery regiment, and knowing more about his own regiment, being a special service, than officers of the Line would, or the Cavalry, you would not then see any objection to his being a sort of head of Artillery in the War Office, would you?—If I may say exactly what I think, I think there should be an Inspector-General of Artillery or two Inspectors-General, one for Horse and Field, one for Garrison and Mountain, and that he should have an Adjutant-General under him; but that is entirely for the purely technical part. I think the ordinary Military routine of the Artillery should be exactly the same as that of the Cavalry and Infantry and any other body. I do not think it is for the good

of the Army or for the good of those particular corps that they should be exclusive.

8905. (Chairman.) Referring to this question of the Deputy Adjutant-General for Royal Artillery, it has been stated to us that it would probably be very valuable, and conduce very much to the efficiency of the different branches of the troops, if a system of Inspectors-General of Cavalry, Infantry, and Artillery were introduced analogous to that now existing in India. I gather that you would be in favour of that?—I am strongly in favour of it. Of course, they have no Inspector-General of Infantry in India.

8906. And from your experience in India, to take an instance, you would think that the value of the Inspector-General of Cavalry has been amply proved?—Most distinctly. It was only a very few years before that there was an Inspector-General of Artillery appointed, and the value of Artillery in India was doubled; it was something extraordinarily marked. I remember, when I was Commander-in-Chief in Bombay, we were then a totally different Army from that of Bengal and Madras, and the Inspector-General of Artillery was merely for Bengal, and he had never come down before to inspect in Bombay. I was most anxious to get him down, because I saw that things were not up to the proper standard that they should be. He came down, and, naturally, he found fault—I was very anxious that he should; and the improvement during the four years that I was there, owing to the Inspector-General of Artillery coming down, and making a thorough technical examination of them, was most marked. Now he inspects everywhere all over India.

8907. Then the Committee may take it that you are a great believer in inspection?—Yes, I believe it is the great check—it keeps everybody up to the mark.

8908. And you think that if a system of inspection was applied from Headquarters to the different branches of the troops, it would promote efficiency and uniformity?—Yes, I hold this view very strongly.

8909. (Sir Charles Welby.) You do not intend to convey, I imagine, sir, that the appointment of such inspectors would in any way interfere with the functions of the Adjutant-General, who is responsible for the general discipline of the Army?—I think he has plenty to do without. I think that the Commander-in-Chief of the Army should go down and inspect; I think it is very important that he should go and inspect and see for himself.

8910. (Chairman.) But these Inspectors-General would be his trained eyes, as he could not see everybody himself?—Exactly.

8911. (Mr. Beckett.) And they should report direct to him?—Yes.

8912. (Sir George Clarke.) That is essential, is it not, that the Inspectors-General should report direct to the Commander-in-Chief without any intervention on the part of anybody?—Yes.

8913. That is the essence of the Inspector-General system?—Yes, distinctly.

8914. (Sir Charles Welby.) And their appointment would in no way affect the position of the Adjutant-General?—In no way; they would have merely the functions of an Inspector-in-Chief.

8915. (Chairman.) To come to, perhaps, a less elevated matter, we have had it stated to us by one General Officer Commanding, that many questions that are sent up by him to the War Office get hung up, and that he gets no decision; is that your experience?—Yes, it is so, especially if there is a financial side to the question which has gone up. When anything bearing on finance is connected with the question that has gone up, there is great delay.

8916. You get an answer eventually, but there is great delay?—Yes.

8917. Is there not so much delay with what are purely Military questions?—No; I think, considering the enormous number of questions that come up here, there is very little delay.

8918. But the delay on questions involving finance arises because you have to go to two sources?—Because you have to refer to the Treasury.

8919. Speaking generally, do you find that there is much delay in dealing with correspondence at the War Office?—I must say that I think, on the whole, there is very little delay; there is much less delay than

Gen. H.R.H.
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19 March 1901.

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there used to be, and that I attribute to the result of last Decentralisation Committee, because they did reduce correspondence, and, therefore, they have not quite that mass of correspondence here that they used to have, because a number of the returns have dropped out.

8920. Returns and useless references?—Yes.

8921. Then you are not dissatisfied with the speed of the correspondence on the whole?—It might be quicker, but considering the mass of correspondence that is centred here at the War Office, I do not think we have any right to complain.

8922. We have been told that there is a good deal of correspondence, because the powers of the General Officers as regards money are so limited. There was one famous instance given before the Decentralisation Committee, where Sir William Butler could not order straw hats, costing 1½d. each, for the men, on a hot day?—That would be so; you could not do that.

8923. And there are still questions of that kind which are obliged to be referred to Pall Mall?—Yes.

8924. You are aware, I suppose, of the system existing in India, by which so much money is placed at the disposal of the Commander-in-Chief, and also a lesser sum is placed at the disposal of the Commanders of Army Corps?—And also of Divisions.

8925. To be spent absolutely at their discretion, provided that it is spent in accordance with the purpose for which it is voted?—Yes. As a matter of fact, 20 years ago I was considered quite fitted to deal with large sums of money, but at the present moment I am not. That shows the difference in the systems at Home and in India.

8926. And you would prefer to be treated as you were in India?—I should, very much; and I am quite certain that the country was well served, because one knew exactly how the money was spent, and one was responsible for the proper spending of the money. It was money well spent. And then also one learnt the value of the money by seeing how it was spent. You were teaching yourself, and those under you, the value of money.

8927. Then you would like, sir, to see such a system introduced here, by which a certain sum should be placed at the disposal of the General Officer Commanding?—Distinctly. I think, at the present time, where General Officers are selected they ought to be fitted to manage for themselves; if they are not, they should go. I am speaking for everybody. I should consider that I ought to go if I did not look after the money. I never had any difficulty in India, and I never had any fault found with me in the administration of the money in India; and it was very closely supervised at Calcutta.

8928. I suppose that a comparatively small sum would be sufficient, say 300l. or 400l. a year?—For general purposes you mean, to meet any exceptional case?

8929. Yes, any small matters that might arise?—It is difficult to name a sum exactly.

8930. It would not need to be a very large sum?—No, I should think that 200l. or 300l. would be of great value.

8931. And it would save a lot of correspondence?—Yes.

8932. In your opinion should a General Officer Commanding be able to attend the Army Board when it deals with questions with which he is concerned?—Yes, I think he ought to be more consulted than he is on questions under his command, and that he should be ordered to attend the Army Board whenever any question connected with his command comes up.

8933. Does he ever ask now to attend the Board?—No, I have never known of any case. I think it would be considered rather irregular to ask; I should hardly like to write myself and say that I wished to attend the Board; I think it would be considered rather an impertinence on my part.

8934. But you think that on any important question you ought to be given the choice of coming up at your discretion?—Yes, I think that the Army Board should consider you, and refer to you on questions dealing with your command; and they should also send for you if they require it, or if you claim to come and explain the matter.

8935. They should give you the option of coming?—Yes.

8936. (Mr. Mather.) You are aware, sir, that part of our function as a Committee is to examine whether decentralisation can be carried out in all directions as indicated by the Committee before which you, I believe, gave evidence in 1898?—Yes.

8937. And that question naturally brings us closely into contact with the General Officers in command of districts, and in our inquiry we have repeatedly met with complaints of minor details interfering very much with the General Officer Commanding, such as you have given us this morning. Now in the German system—with which I presume, sir, you are quite familiar?—Yes.

8938. It appears on the face of it as if simplicity and decentralisation had been carried out to the utmost possible extent. You would agree with that, sir?—Yes.

8939. Is there, in your opinion, any reason why the same principle, taken in all its breadth, could not be applied to the districts in England, whether they be Army Corps districts such as are foreshadowed in the new system, or some fourteen Divisions as they are under the present existing system in the United Kingdom?—No, I see none. I suppose, when you speak of the present 14 Divisions, you mean Districts. There is no Divisional organisation at present in the United Kingdom.

8940. That is, there are no difficulties apart from those which have been mentioned by the Chairman this morning, in connexion with the selection of troops of various branches to go abroad, and the interchanging of troops throughout the Empire, which I think you have admitted this morning might be arranged and adjusted?—Yes.

8941. In the other aspect of this comparison between the German plan and our plan, is there any practical difficulty which would prevent it from being established at once if this Committee reported in favour of it?—I am not quite sure how far the Army Corps Commanders in Germany delegate to their Divisional Commanders; I do not quite know that part of it; I know the Army Corps Commanders themselves have great power.

8942. Quite so; the Army Corps Commander is, in a larger sense only, as to the number of troops, pretty much in the same position, is he not, sir, as a General Officer Commanding one of our districts?—I am rather in an exceptional position, you see. I am something between a Commander-in-Chief and a General Officer Commanding a district. My official title is Commander of the Forces in Ireland, and I have a larger staff.

8943. I am glad that you have called my attention to that, sir.—I suppose if these Army Corps are formed I shall be the Commander of the Army Corps in Ireland and of the Forces in Ireland; and why I say of the Forces in Ireland is because we have fortifications in Ireland; we have large fortifications where we have forces of garrison artillery, submarine miners, fortress companies of engineers, besides Depôts.

8944. (Colonel Miles.) And Militia?—And also Militia. We have a large force of Militia, but I am not responsible for their general training; as, as a rule, they train out of Ireland.

8945. (Mr. Mather.) But taking the condition of Ireland to-day, and your relation thereto as Commander-in-Chief of the Forces in Ireland, is there any reason why you, having the same authority, could not perform the same duties as those performed by the General Commanding an Army Corps in Germany, allowing, of course, for the difference between the two countries?—None whatever.

8946. You would, I presume, under those circumstances, take control of the Militia, the Reserves, the Volunteers, and the Yeomanry?—We have no Volunteers or Yeomanry, of course, you know.

8947. I beg your pardon, I had forgotten that; but in all respects you would be able to take entire control and responsibility in Ireland, without reference to the War Office, excepting by means of an annual report, or those communications which are essential for the regulation of the United Kingdom as a whole. So far as Ireland is concerned you would, to-day, be quite capable of undertaking everything?—Yes. I should wish, however, to be inspected.

8948. I will come to that. Subject to one or two other matters which may have to be provided for, you

would be able to undertake those duties and responsibilities now carried out by a General Commanding an Army Corps in Germany?—Perfectly.

8949. And is that system not, in your opinion, both very practical and very thorough, from the military point of view, and also very safe from the financial point of view?—I think so; I think it inculcates ideas of finance into peoples heads, and it also throws the responsibility of the training of the troops entirely on the Army Corps Commander.

8950. And the Army Corps Commander is on that account responsible for his troops, and his corps altogether passing the annual inspection of an expert in all its branches, when he is required to offer the force for inspection?—Yes.

8951. Of course, in England, we have always to consider the parliamentary position and the financial position from that point of view. In your opinion, supposing the whole of the money necessary under certain Votes and certain items were placed under your control, say in Ireland, to-day, would it be possible for you to guarantee and become responsible for the full financial administration attached to your service that Parliament would require?—To the Army Corps, do you mean?

8952. To the Army Corps.—Under what headings would it refer to in that matter?

8953. All the headings of expenditure in relation to your command.—You would mean the expenditure on supply?

8954. Supply.—Stores?

8955. Ordnance stores, buildings, and barracks.—Moves?

8956. Maintenance of all kinds.—Hire of ground for training.

8957. Food, of course, you have to-day; that is provided already by the General Officers Commanding the various districts. All that which is necessary to maintain an Army Corps or a large Division of the Army such as you command at present in Ireland, could be financially administered by you, sir, I presume, from what you say, at the same time satisfying, as to the results, the requirements of Parliament?—Perfectly.

8958. You have heard from the Chairman that the Committee has already considered the necessity or advisability of placing an expert, thoroughly trained and efficient, representative of the Accountant-General's Department, alongside the General Officer, to advise him and take entire control of the accounts, from the Paymaster, of the various sources of expenditure locally, and audit an account for the distribution of the money so thoroughly that the accounts could be accepted by the Accountant-General at the War Office as final?—Yes. Of course, as I was telling the Chairman before, we have not been brought up to these ideas, and that is why at first you require a little more help. You cannot suddenly take great responsibility on you when you have been brought up from the day when you joined as a subaltern on the principle that you were not on any account to take any responsibility. We have been brought up in a pernicious school, you see. I have served 33 years in the Army, and from the day I joined it has been inculcated into me that I must take care what I was about; I must not take any responsibility, because it was not mine, and I was sure to get into trouble if I did.

8959. Are you now speaking with reference to Military responsibility or financial responsibility?—Military and financial responsibility.

8960. Do you think that that arises from the fact that the War Office or the Heads of the British Army do not consider the training of the British officer to be equally good with that of the German officer?—It is better than it was; but it used to be very bad. We had no responsibility at all. We were brought up to consider ourselves bound merely to do what we were told.

8961. May I put the question in another way? Would it be necessary in order to carry out the responsibility which I have just described, and which you have replied to, to alter at the present time the training of the British officer, so as to make him capable, in course of time, of assuming such duties as those described, namely, the full responsibility of commanding a

district or an Army Corps with financial control as I have described?—Financial control will come gradually, when you have got up into the higher ranks.

8962. I am assuming that from his education and the ultimate practice of this profession, when he became promoted to be a General Officer, he then would be able to take such financial control as is allowed to General Officers Commanding Army Corps.—What I wanted to point out to you was, that from the training of the British officer, he has not the feeling of responsibility, because it is crushed out of him; he is not allowed to come to the front. If you are taught always to be responsible, I am not talking now of purely financial affairs, but to take responsibility on your own shoulders as to deciding questions that come before you; if you have been brought up with those ideas, you will soon get into the way of financial work.

8963. Would that require any difference in the training of young British officers, in the actual education?—No, I do not think so.

8964. Are the subjects of his education, to-day, sufficiently broad to enable him to understand how to use responsibility of this kind, with, of course, the additional practice he would obtain by passing from rank to rank in the Army? Is the training, *ab initio*, right?—It certainly was not right. It is better than it was, but I should like to see more responsibility included.

8965. Is it to-day equal in your opinion to the training of the German officer?—No, it is not, but it is not the officer's fault.

8966. Not so thorough?—No, it is not.

8967. And not so broad?—No, it is not; but that is owing to the system that exists from the highest down to the lowest. Once you loosen or give more scope to that system above, it will permeate down to the lower ranks. Everybody is taught to lean upon somebody else; you are taught, as it were, to expect support from somebody else, which is ultimately the War Office.

8968. And by that system, can Parliament ever be satisfied that there is a responsible head eventually in the British Army? and if no responsibility now is felt by the junior officers nor yet by the General Officers Commanding districts, upon whom does the responsibility for efficiency rest?—The Secretary of State and the Commander-in-Chief.

8969. But the Secretary of State is not a soldier?—Of course Parliament is ultimately responsible.

8970. But Parliament is not a soldier, either collectively or individually?—No, but Parliament votes the money for the Army, therefore it has a great voice in administering the Army on that account.

8971. The voting of the money is a very simple matter for Parliament to do; but Parliament wants, of course, for that money some value received. Who, under our present system, is responsible for assuring Parliament that value is received?—It is a difficult question, of course, to answer. Our system is very complicated.

8972. I do not ask you to solve the question; I merely wish to know so that we may have it on our minutes, since your experience is very varied and very large and one that naturally great importance is attached to by the country, whether there was or was not ultimate responsibility, and, if so, in what person did it reside?—I do not think I can answer that question.

(Chairman.) It is a question that is rather outside our reference.

8973. (Mr. Mather.) I will not press you on that point; I will come back to the one admission I understand you to have made, that you see no reason why the system so universally praised, which obtains in the German Army, might not be adopted in the British Army, subject only to such alterations and adjustments as are necessary to work our empire in place of their empire?—No, I see no objections to that.

8974. And, if so, it would simplify exceedingly, would it not, all those details which you have already called our attention to as interfering very much with the General Officer's efficient discharge of his duty to-day?—Certainly.

8975. (Sir George Clarke.) I suppose, sir, that in your large command in Ireland there are often a number of

Gen. H.R.
Duke of
Connaught
and
Strathern
K.G., &c., &
19 March 190

Gen. H.R.H.
Duke of
Connaught
and
Strathearn,
K.G., &c., &c.

19 March 1901.

important questions which arise involving Military considerations of a varied character?—There are.

8976. In such cases, when you put forward your views, do they receive early consideration at the hands of the War Office?—Yes, I think they are thoroughly gone into. I do not find that they always agree with me—I could hardly expect that; but, on the whole, I think that if there is no money question involved in it, they generally do support me.

8977. Then it is not your impression, as it has been the impression on the part of some Generals we have examined, that the means of considering the question of policy at the War Office are somewhat defective; that is not Your Royal Highness's experience?—No, I do not think so. Is not "policy" rather a large term?

8978. It is a very expansive term?—That is it. What have you in your mind in asking me that question?

8979. Say some proposed kind of mobilisation in Ireland which might originate with you and be sent by you to the War Office for consideration and decision. Would a question of that class be quickly considered and returned to you?—No, I do not think it would, because it would require a tremendous lot of going into. It might affect administration in other parts of the Army, and they might require to go into it very fully. In that case I should probably get an answer to say that the matter would receive full consideration.

8980. May we take it that your experience of the effects of the Decentralisation Committee is satisfactory, but that decentralisation on much broader and more direct lines is really required?—Yes; it has touched the fringe of things; but it has not gone deep enough.

8981. And comparing Your Royal Highness's experience of India and at home, on the whole, you prefer the Indian system?—Yes, I do, certainly, there is more responsibility given to you.

8982. Do you find that the time of Staff Officers is largely taken up with administrative work, which has no direct relation to the training of the Army for War?—Yes, very much.

8983. Do not you consider that to be rather a serious matter from a National and Imperial point of view?—Yes; I have always been in favour of the German plan, where they have a Garrison Staff Officer, if I may so translate it; that is to say, that the purely garrison routine should be done by a Garrison Officer, and that the Adjutant-General's Department or the Quartermaster-General's Department should not be worried with purely detail questions. I refer to guards, fatigues, pickets, working parties, guards of honour, small bodies of troops coming through and going out, to see that they are met and are fed on the way through, and all that sort of thing; it is a purely detail question. A Staff Captain has been appointed to Dublin, and he does that work; the time of a Staff Officer who has been trained at the Staff College should not be taken up with these petty details. That is, I think, really what you want me to give you my opinion on?

8984. Yes. The main feature of the German system is, is it not, to keep the Staff of the Army entirely clear of routine and supply duties?—Yes, on a small scale; if it was on a large scale, it would have to be referred. I make a difference between a garrison and a district.

8985. But in every command in Germany, there are officers who have time to consider the higher Military questions of the preparation of the command for war?—Yes; there the time exists, because it is not taken up with these rather trivial though necessary details of Army administration, and especially of the present Army correspondence.

8986. But with us, in our very special circumstances, we have an immense amount of routine work and paper work thrown upon us, which would not be thrown upon a German officer. All the mass of work, for instance, relating to reliefs and to drafts; and, because we have that amount of work thrown upon us, is it not all the more necessary that we should be careful to keep a certain amount of intellectual strength free to think on Military questions?—Certainly it is more unnecessary with us than it is with them.

8987. And with us it is a positive danger, is it not, that the minds of so many people have to be taken

up with details which, though necessary, do not help their training for war?—That is so.

8988. Then I take it that the point upon which you feel most strongly is, that we must strive to inculcate responsibility at the beginning of an officer's career?—Yes.

8989. And to build up a gradual development, step by step, of responsibility up to the highest ranks, which is the essence of anything like a real decentralisation?—Yes. Every officer is capable of taking responsibility upon his shoulders if he is trained to it. You see in other professions it is so.

8990. (Colonel Miles.) We get good material, sir, but do not make the best of it?—Yes. I have a paper here, if the Chairman will allow me just to refer to it, which was drawn up by my Commanding Royal Engineer. When he was a Major he commanded one of these telegraph battalions of the Post Office, and he had complete control over the rates of working pay of both the Military and Civil subordinates (*handing in a paper to the Committee*).

8991. (Chairman.) That is an instance in point?—Yes.

8992. (Sir George Clarke.) Then, to sum up, Your Royal Highness considers that one of our greatest defects is that we do not inculcate responsibility at an early age and drive it home right through an officer's career?—I do.

8993. (Colonel Miles.) I think, in your evidence before the Decentralisation Committee, you pointed out several directions in which decentralisation might be effected?—I did.

8994. Most of them have now been carried into effect, I think, of a minor type?—All the minor ones.

8995. Do not you think that if districts are grouped and the United Kingdom divided into, say, six Army Corps, we should be able to have a much larger measure of decentralisation than we have even now?—Much larger, I am certain of that.

8996. In Ireland all moves of units from station to station are carried out by your Royal Highness, are they not?—Yes, in Ireland, but not moves from Ireland to England or *vice versa*.

8997. You submit a programme of your moves for the year to the War Office and then carry them out?—Yes.

8998. Do not you think it would be possible to introduce a system in the Army Corps Commands under which changes of station of units in the Army Corps districts, the preparation of drafts for units abroad, and the moves of small parties on the route, might be entirely delegated to the Generals Commanding, who would, when necessary, communicate with one another under instructions from the War Office?—No doubt.

8999. And do you not think that such a measure of decentralisation in a matter which is one of the great points of difference between ours and a Foreign Army, namely, the constant moves of units, might have far reaching effects of a most beneficial kind?—In what direction do you mean that? I did not quite follow your question.

9000. I mean that if these moves were carried out from Army Corps to Army Corps, and so on, it would relieve this Office of a great mass of work?—You mean if each Army Corps carried out their own moves?

9001. Yes?—I thought you meant moves from one Army Corps to another.

9002. That might come in, too; but in that way this Central Office would be relieved, would it not, of a great mass of work?—Yes, very great; and we have the means of carrying out the moves perfectly simply now throughout.

9003. Do you think that in our past Military policy we have sufficiently recognised the advantages that would result from a real measure of organisation?—I think our organisation has been purely on paper. If I might answer that question a little more fully, in my command, now, I have 24,000 men under my command, and there is no sort of organisation; nobody is organised at all beyond the battery or the battalion, or the the regiment of Cavalry; they are scattered all over the place without the least Military reason, merely because the barracks are there.

9004. Taking Aldershot as an example, when your Royal Highness was Commander there, you had, I think, 15 battalions under you?—Yes, I had three brigades, two of five and one of three; and then I had practically a battalion by itself, and then I had three Cavalry Regiments and one brigade Division of Horse and two of Field Artillery, and the Engineer and Field Companies, a Telegraph Battalion, a Balloon Section, and so on.

9005. Then those 15 battalions were organised in three brigades?—Yes, two of five, and one of three.

9006. One of four, I think, sir, because you had Manndora?—Yes, I forgot that for the moment.

9007. There was no attempt at Divisional organisation?—No. I strongly recommended that there should be.

9008. I was going to say that you put that forward?—Yes; I pointed out that there was a great opportunity of having Divisional organisation there, and it was a pity not to use it; and I pointed out how it could be done. As a matter of fact, the last year I was there I did train two divisions, as divisions, by taking away a Brigade General and making him a Divisional General, and taking the Colonel of a regiment and making him Brigadier-General for the time being.

9009. But a reconstruction was not drawn out with a view to building up two Divisions?—No, and it was a great pity.

9010. You think that both Branches of the General Staff are unduly pressed with account work?—Yes, always.

9011. And I think I gather that you are of opinion that our Staff organisation should be improved?—Yes. I think the Peace organisation should be the same as is laid down in the Mobilisation Tables. I see no reason why you should require a different organisation for War from what you have in Peace time.

9012. (*Sir Charles Welby.*) I should like to ask your Royal Highness a little about the relations of the Commander of the Forces in Ireland with the General Officers Commanding Irish Districts, as I am not very clear upon the point. For instance, does the Commander of the Forces in Ireland revise the lists of Works Services put forward by the General Officers?—Yes, they go through him; he keeps them; they are in his office; but they put them forward.

9013. They put them forward to the War Office through him?—Yes, as a matter of facts, the Districts have to make out their lists, and the work is checked by the Chief Engineer in Ireland.

9014. On behalf of the Commander of the Forces?—Yes.

9015. Is it within his competence to strike out of the list?—No, he would send on to the War Office with a recommendation if approved of, and not recommended if disapproved of.

9016. To the War Office?—Yes.

9017. So that at present the Headquarters Office in Dublin acts as little more than a post office with regard to proposals put forward by General Officers Commanding?—Yes. Since I have been in command I have delegated as much as the Regulations will allow, to the General Officers Commanding districts. I will not accept anything that they send forward to me unless they give their own opinions to me upon it. I wish to throw the responsibility upon their shoulders, as I think they know more about their own districts than I do; they live in the country, and that ought to be the case.

9018. And as long as their proposals are reviewed by the War Office, you think it would be adding an unnecessary wheel to the coach to review them also in Dublin; that is what it comes to?—Some of these things that come forward through me, I should make my remarks on. I would make my remarks on a proposal so as to help the General Officer to get what he wants, by saying that I have gone carefully into his proposals, and am strongly of opinion that they are necessary, and if I happen to know the question in point, I would say, "I personally know this question, and have seen with my own eyes what this General recommends, and I can fully endorse it"; or I would say, "I send this on; I do not know sufficient of the question to speak personally, but I have confidence in General so-and so." I am really a sort of Army

Corps Commander, but I have no Army Corps, if I may so express it.

9019. What I am trying to arrive at from the analogy of Ireland is an ideal organisation for an Army Corps?—But it is not ideal at all, at present.

9020. I was going to suggest to you whether the ideal arrangement in your view would be that the War Office should inform the Commander of the Forces in Ireland, and of the Irish Army Corps, of the amount of money for all works, both new works and maintenance, except very exceptionally large sums, of course, that was at his disposal, and should then leave it to him to allot that money, he having before him the demands put forward by the Generals of the different districts?—Yes.

9021. That that responsibility should rest upon the Commander of the Army Corps, and should not be entirely performed at the War Office?—Yes, that is what it should be.

9022. That would be your Royal Highness's opinion?—Yes.

9023. And in the same way with regard to other matters, such as stores, I suppose, so far as it was practically possible?—We could safely keep five years' supply of ordinary stores in Dublin to meet the ordinary annual demands.

9024. That the Commander of the Forces should have certain limits within which he must keep his expenditure, and that within those limits he should have the distributing of the money?—Yes, and it would be very easy to arrive at those limits here, because they have only to look at the different years and take the average.

9025. Judging by experience?—Yes.

9026. And I suppose the same principle really applies with regard to supplies?—Yes, entirely.

9027. I suppose in regard to supplies it is based very much on the actual number of things?—Yes. The Army Service Corps Officers are very good in the way they look after supplies; they have much more responsibility and are accustomed to use much more responsibility, and I think, therefore, they are much more efficient.

9028. Do you know, as a matter of fact, on what system they base their estimates of their requirements; is it on experience, or is it on the detailed schedule of the numbers in the Command?—I think it is on the detailed schedule. I am not quite prepared to answer that.

(*Colonel Miles.*) It is framed on the schedule.

9029. (*Sir Charles Welby.*) But broadly speaking, may we take it that that principle which was suggested just now when we were speaking of the method under which the Commander of a Battery obtains the material required for the upkeep of his Battery, that is to say, that instead of his merely ordering each particular item which he is entitled to as he requires it, he should be credited with a certain sum of money to spend upon the upkeep of his battery at his discretion, should apply higher up,—first of all that the Commander of the Division on the General Officer Commanding should be put in an analogous position, and should also receive a certain sum of money to spend at his disposal within his competence?—Of course he must show chapter and verse how he spends it.

9030. Yes, he must account for it afterwards?—Exactly.

9031. And then the Commander of the Army Corps should in the same way have a larger sum that he should spend and account for in the same manner?—Yes.

9032. That is the true theory of decentralisation?—Yes, that is the true theory.

9033. If such powers as those were vested in the Army Corps Commander, would he be able to fulfil that responsibility with a staff of the nature he now has, or would it, in your Royal Highness's view, be necessary to institute an officer of the staff somewhat analogous to the Intendantur in the German Army?—I think my staff is perfectly sufficient in Ireland to carry out the ordinary work. Of course, we should require an Accountant Branch, which we have not got.

9034. But for the administrative work?—For the administrative work I consider it is ample, I do not believe in too big a staff, because you do not want to

Gen. H.R.H.
Duke of
Connaught
and
Strathern,
K.G., &c., &c.

19 March 1901.

Gen. H.R.H.
Duke of
Connaught
and
Strathearn,
K.G., &c., &c.

19 March 1901.

have a lot of writing. Those things should be settled between the different members of the staff by word of mouth.

9035. And you would not be afraid to undertake that amount of responsibility with your present staff?—No.

9036. With possibly a few extra clerks for the routine work?—Yes, we are very underclerked; but that is owing to the War, which has taken all the clerks away.

9037. (*Mr. Beckett.*) I understand from your Royal Highness that you quite approve of the suggestion that a lump sum should be voted annually to the Commander of the Army Corps, to cover the expense of running the Army Corps in his district?—Yes, certainly.

9038. That sum to be founded on an estimate made from what has been spent in previous years?—Yes; I think that probably after it is once started the Officer Commanding the Army Corps would, and ought to be, able to send in his estimate for the year, and then it would be overhauled here at the War Office.

9039. After one year's experience?—He should send in what he considers a fair estimate.

9040. And then he should have an absolutely free hand in the disposal of the money once voted to him?—Yes.

9041. That the War Office should have no further power of interference when the money was once voted?—No.

9042. Though, of course, he would be accountable to the War Office for the spending of it?—Yes, of course.

9043. Is it still the fact that after the report of the Decentralisation Committee there are several powers enjoyed by the Officer Commanding the Forces in Bombay which have not been conferred upon General Officers Commanding Districts in England?—Yes, those are purely money powers.

9044. Because you mentioned, in your evidence in your evidence before that Committee, other matters?—Perhaps it has escaped me.

9045. You mentioned as regards promotions, and so forth?—But that was purely native; that did not refer to English regiments. You see, when I was Commander-in-Chief there I had entire power over command, promotion, selection, and everything, of the native army in Bombay; but I had not that power over British regiments serving in the command. And I believe that power has been taken away now, because he is not Commander-in-Chief now; he is only a Lieutenant-General Commanding that Army Corps. I made a speech in the House of Lords on that very subject, saying I foresaw that there would be certain difficulties and that the Bombay troops would suffer, because they would be flooded with officers from Bengal and elsewhere who wished to have a change of climate.

9046. It is the fact, is it not, that in India, whether it is owing to the nature of the country, or whatever it may be, responsibility is much more diffused and exercised than it is by subordinate officers here in England?—Yes. You see the Commanding Officer of a native regiment there has the power of a District Court Martial.

9047. And you find that diffused responsibility leads to the best results?—The very best. You see, in Native regiments in Africa and China, and all sorts of places, they are not afraid of responsibility, they have been accustomed to it.

9048. I suppose it would be rather a difficult thing to confer responsibility to the same extent in England upon subordinate officers?—I think it might be tried. The responsibilities that the captain of a ship has are very great, and he is generally not found wanting. I do not see why an officer similarly placed in command of a cavalry regiment or an infantry battalion should not be considered to be equally capable of administering his command as the captain of a ship; I think it is merely the system, that they have not been trained to exercise responsibility.

9049. We have heard that undue demands are made upon the time of company officers in drawing up pay lists. Is that true?—It is perfectly true, and this year, when so large numbers of details have had to be dealt with at home, with no officers of their own regiments to look after them, with no proper Pay Sergeant, with no Quartermaster Sergeant, the amount of money that has been lost, and in some cases has

had to be paid up by the officers in temporary command, has been very great. You had a Second Lieutenant, perhaps, looking after 300 men, who has had to go over the pay sheets with, perhaps, a young non-commissioned officer helping him who did not know much more about it, and the whole account has gone wrong. It should not be left in their hands. You or I—probably you much better than I—understand wading through all these figures; I know that I personally consider I am very inefficient at making up accounts, and when you have one of these officers who probably has a lot of other work to do besides, either he slurs the other work or he slurs that work. I think it is not fair to saddle him with that responsibility, especially when he has not got the clerical assistance that it requires.

9050. Then what would you suggest as a remedy?—I should have it done by the Paymasters, as it is done in the Navy. The Naval and combatant Officers have nothing to do with accounts in the Navy.

9051. Then we have heard, sir, that the men like dealing with their officers direct in money matters?—I think that is rather sentimental, and I attach no value to it.

9052. You do not think that it amounts to a very serious objection to its being done by the Paymaster?—No, I do not.

9053. Then would you also suggest, sir, that a lump sum should be allowed to the men for clothing, so that if they spared their clothing they might draw the balance in money?—It is now allowed to a certain extent, I think, in the clothing; if a man's tunic is in good order, say it is to wear for two years, and after two years it is found in very good order, he is given the money value for that tunic instead of giving him the tunic.

9054. That might be extended, might it not?—It might be extended.

9055. And you think it would have good results?—Yes, and in India it had very good results. The tunics are done away with in India now; they have only serges; but that is a mere detail. Owing to khaki being so much worn, these red clothes last so much longer, and then the men draw compensation instead of getting new red serges.

9056. (*Mr. Mather.*) Mr. Beckett's question points to a simplification of the present plan?—Yes.

9057. But the present plan is very complicated?—Yes.

9058. It necessitates keeping a large mass of accounts here?—Yes, but the country makes a very good bargain and the soldier a very bad one.

9059. (*Mr. Beckett.*) Would it be advantageous if the system were reversed, so that if there was an advantage on the one side or the other, it should be an advantage in favour of the soldier?—Yes; but it is not at present.

9060. Then do you approve of deductions from pay?—No, and I never have. I think it is almost a breach of faith. I think the men should be told, "You will get so much," and get it.

9061. You think these deductions lead to a great deal of dissatisfaction?—Yes; some of the deductions have been struck out; some of the stoppages that used to exist are struck out now, but there are still some left in which ought not to be.

9062. (*Sir Charles Welby.*) The messing allowance removed those stoppages?—Yes; but then there is hair-cutting and washing, and, as you know, when you engage servants, especially female servants, you either give them higher pay or give them so much for washing.

9063. (*Mr. Beckett.*) And to refer once more to the Army Board, you look upon it as a most useful institution, do you not?—Yes, but I think it might be made more useful.

9064. I was going to ask you that?—I think they do not initiate anything.

9065. You think a greater power of initiation should be given to them, and that they should meet regularly?—Yes.

9066. (*Sir Charles Welby.*) Mr. Brodrick has announced the Government's intention to leave the power of initiative to the Army Board in future, in that Memorandum which was read in the House of Lords two or three nights ago?—Then I missed that.

9067. (*Chairman.*) Is it your opinion that in ordinary times, apart from the pressure of war, the company officers have too much of their time taken up with the accounts of their companies?—I do think so.

9068. Even in ordinary times?—Yes. Of course, it is much better in ordinary times, but over and over again I have known company officers having to pay up because they got wrong in their accounts.

9069. Would you, as a General, send a young company officer, who was not an expert in accounts, to the Paymaster to be coached?—You could do that, of course, but I would sooner see the accounts done by the Paymaster. I think that a great deal of the officer's valuable time is taken up by those accounts, which he might more profitably spend in preparing work for his men. As I was saying before, some of us are much stupider at accounts than others, and a lot of these officers, perhaps, spend hours over these accounts and make nothing out of them, and the end of it is that they have to pay up because the accounts are wrong.

9070. In your opinion, are the present regulations very complicated; do they give you much trouble from their complication?—Yes, they are very complicated, and they are constantly changed. To keep the regulations in your head is quite impossible; you are obliged to be incessantly referring.

9071. The regulations, I take it, are complicated because the changes in policy are so frequent and constant. The regulations only express decisions that have been arrived at?—Yes.

9072. And those are constantly varying?—Yes; but then, I think they should re-publish the regulations more often. I think that when they rescind a regulation it should come out of the book altogether, and not appear again.

9073. Do you think there ought to be a permanent committee for revising regulations here?—I have not

thought that question out, but I should think it is quite likely that it might be of very great value.

9074. (*Colonel Miles.*) Do not you think that the districts ought to be represented too?—Yes, I think so; so many regulations are drawn up without any reference to any General Officer exercising command.

9075. (*Chairman.*) Yes, they are referred to the Heads of Military Departments here, but not to the General Officer?—No, and of course it is the General Officer in command who knows where the shoe pinches, whereas it is possible that a General Officer who may be at the War Office doing the regulations has never been a Commanding Officer in his life, and he does not know where the difficulties come in.

9076. He may have been at the War Office for 20 years?—Yes.

9077. (*Sir Charles Welby.*) If some discretion was given to Generals to deal with exceptional cases which are not exactly met under the regulations, that in itself would do away, to a great extent, with the necessity of drawing a regulation to meet every conceivable case?—Yes; but the only thing you must remember is, that men differ very much in their views. I might deal with a case in one way and my neighbour commanding a division of the Army Corps might deal with it in a totally different way; and this, I consider, would be objectionable in the matter of discipline, which should be guided by the same principles throughout. I see a little difficulty in that.

9078. You cannot dispense with the central authority altogether?—I am afraid I do not quite see how you could if you are to insure uniformity. I am afraid it might give rise to difference of opinion; one General may be very crotchety and bad tempered, and he may settle the thing in a hurry, while another may go carefully into the matter.

9079. (*Chairman.*) There must be uniformity of treatment?—I think there must.

Mr. J. T. LA BROOY further examined.

Gen. H.R.H.
Duke of
Connaught
and
Strathern,
K.G., &c., &c.

19 March 1901.

Mr. J. T.
La Brooy.

9080. (*Sir George Clarke.*) You are the Civil Assistant of the Chief Superintendent at the Arsenal, are you not?—Yes.

9081. You have put in a paper explaining the question of stocktaking. You draw, I see, a sort of line between the quarterly stocktaking which is done in foundries for the purpose of establishing a foundry rate?—Yes.

9082. And the larger stocktaking which takes place at the close of the financial year?—Yes, I have drawn that distinction.

9083. As regards the larger stocktaking of semi-manufactured articles, that, I take it from your memorandum, is not to be regarded as having the same use and object as the stocktaking of a great commercial firm?—It is intended to enable us to get at the cost of our current productions. We are bound to recover the precise cost of our productions, and the way we arrive at that cost is this: We take stock of all semi-manufactured articles—we value that stock (I have a sheet here showing how the valuation is made). We deduct the value of the semi-manufactured articles in hand at the end of the year from the total amount of expenditure recorded against the order for manufacture of the articles, and we say the remainder is all expenditure which has been incurred in producing the completed stores which we have turned out during the year, and the average cost of production of those stores is thereby arrived at.

9084. But you have on paper, have you not, a statement of the whole of the work and material expended on all the articles under manufacture at the time—you have already got that on paper?—Yes.

9085. So that this is only supposed to be a verification by looking at it that this work has been actually accomplished up to date?—Our cost ledger shows what wages and what material have been expended on the manufacture of a certain article, but that manufacture may not have been brought to an absolute finish; there may have been some articles complete, some incomplete—the stocktaking is of the incomplete articles. We take each stage reached by the incomplete articles, value that out and deduct the expenditure on those

incomplete articles from the total money booked against the order. The remainder represents the cost of the completed articles. That is done with this idea: If we recover the estimated price we must wait till the full run of that class of work is exhausted before we arrive at the complete total cost, and we should require a huge profit and loss account.

9086. So that the object of stocktaking is merely to get at the cost by a sort of independent check of articles?—Yes.

9087. Not as a valuation of stuff?—Not as a valuation with a view to striking an account of profit and loss for distribution amongst proprietors.

9088. Then a great deal of this stocktaking is a purely paper operation, is it not? As you are probably aware, the foremen have to begin, perhaps, three weeks before stocktaking, preparing long lists of things which the work-takers are afterwards supposed to go through and check, which they cannot do always, so that a large part of this check is only a paper operation, is it not?—The work-taker is required to check all he certifies for; the lists produced beforehand are the lists showing what state the work has reached. The work-taker professes to go through and satisfy himself that so many articles have reached this stage, so many other articles that stage, and so many others that stage, and he values out accordingly.

9089. Apart from the outside check, which the work-taker is supposed to accept, you have all the materials either in your own or in the Central Office, or in the hands of the foreman, for arriving at a complete and accurate statement of the values of individual articles, have you not?—I do not know to what extent there may be things brought to light by the independent verification of the work-takers—that is to say, a man may find things under a bench, or something of that kind that had been neglected on paper. Some years ago, I remember, when first this stocktaking was largely resorted to in the gun factory, and, indeed, in every other factory, there were a large number of articles found which had been partly produced, or wholly produced, and not presented for payment, and therefore did not appear on paper as having any existence, but

Mr. J. T.
La Brooy.

19 March 1901.

their existence being ascertained we had to take account of them.

9090. But that state of things could not arise now, could it; because each article is supposed to be seen by the work-taker in the course of the work as it is going on?—It ought not to be possible, but there are limitations.

9091. The total cost to the country of stocktaking you estimate roughly, I believe, at a little over 26,000*l.* a year?—That is one way of viewing the transaction. That is, if you regard it as preventing the factories from making a certain out-turn—that is considering the factories are closed for two days.

9092. (Mr. Mather.) That is absurd, is it not? You might as well count in Sundays, might you not?—It is only mentioned as a suggested mode of considering the transaction. The actual expenditure in wages for the taking of stock I have shown separately at, I think, 1,070*l.* 8*s.*

9093. (Chairman.) That is the real expenditure?—That is the real expenditure.

9094. The 26,000*l.* is an imaginary expenditure?—Yes. It is not put forward as the view of the Chief Superintendent.

9095. (Sir George Clarke.) That, I take it, represents the wages expended in factories alone?—And the wages of the work-takers.

9096. Do you yourself think that this performance which very much hinders work, especially at a critical time like the present, is really worth while as a paper transaction?—That is to say, whether we could work entirely without it.

9097. There would be no loss to anybody, would there, though it is possible that your estimates of the value of articles for the Army or the Navy or for India, might not be quite as accurate as they are under this system?—I am afraid to say whether the auditors would be willing to accept the costs otherwise arrived at as real charges.

9098. Then the stocktaking is imposed, is it, by the Auditor-General?—To meet requirements in ascertaining the exact cost; they are not satisfied with anything short of the exact cost.

9099. (Chairman.) That course was laid down by Parliament, was it not?—Yes.

9100. (Sir George Clarke.) Taking the Central Office, the present cost of the Central Office is about 68,000*l.* In the Army Ordnance Factories Estimate presented to Parliament the total sum set down for establishments is only 28,450*l.* a year, all the rest of this large sum must, therefore, be included under B., wages and police. It is the fact, is it not, that there is an establishment of clerks at the Central Office, an establishment of work-takers, and an establishment of writers?—Yes.

9101. Is there any place anywhere where Parliament could discover what is the cost, at any time, of the Central Office?—No.

9102. Then a great deal of that cost is hidden away under charges generally, is it not?—Yes. If this indirect expenditure statement given in this blue book were considerably extended and made into a balanced account with entries on both sides, it would be easy to make the account in such a form that the cost of the Central Office could be readily ascertained.

9103. Do you not think, as a matter of account, that it should be somewhere plainly stated in a way in which the man in the street could understand, what is the cost of the central administration of the Ordnance Factories?—I do not know that I am prepared to go into the question of should or should not. As the account is rendered we show separately, following as closely as possible the form of the Estimate presented to Parliament, in one line the Chief Superintendent and his assistants, and Superintendents of Factories, in another, the superior clerical staff, in another line you will observe we lump together the foremen, work-takers, and time-keepers all together, then book-keepers and writers, then receiving, issuing, and moving stores; and you see, following those headings, several of them enter largely into the cost of the Central Office. We could not show the cost of the Central Office, except by means of a balanced account, wherein such proportion of these as belong to the Central Office, would be shown per contra on the account.

9104. The Central Office has an establishment which is regulated by the War Office for all officers, for all work-takers, and for all writers, has it not?—The War Office does not interfere as to the number of work-takers or the number of writers; it is only as to the number of persons drawing more than 150*l.* a year; the people on the wages list drawing over 150*l.* a year the War Office regulates; but not the number receiving under 150*l.* a year, except that it insists that a writer taken for clerical work should not enter at a higher rate than 22*s.* a week, unless by special representation to the War Office.

9105. Then, if you pay low enough, you can have practically, can you not, any extent of clerical staff you like without informing the War Office?—Yes.

9106. It is merely a question of the amount of the payment?—Yes.

9107. (Chairman.) But who settles that clerical staff if it is not the War Office, the Chief Superintendent?—The Chief Superintendent does, and when need arises, representations are made to him as to the necessity for an increase in the subordinate clerical staff.

9108. (Sir George Clarke.) Is it not the case that nearly the whole of the Central Office is on overtime almost always?—I am sorry to say that during the present pressure there has been a great deal of overtime, and there has been also some sickness.

9109. And even before the war, there was a large amount of overtime worked, was there not?—Yes.

9110. How is the Central Office divided for administration?—I think I have a list which has been put in, showing how the duties under the Chief Superintendent in that office are divided.

9111. Then the writers and clerks and book-keepers, I suppose, are under the Accounts Branch?—Yes.

9112. Who supervises this large number of men?—For all supervision there is one staff officer, Mr. Davison, who is assisted by two second division clerks. Just at the present time it so happens that these two second division clerks who are assisting Mr. Davison, are young men with very little experience, and, consequently, I have, for the last few months, at some inconvenience to myself, allowed a gentleman who had been promoted as staff officer, and whose work I want very sadly in another Branch, to continue in the work accounts assisting Mr. Davison, and instructing these two second division clerks in their work. But that is only a temporary arrangement, which I am anxious to put an end to as soon as possible, because, amongst other reasons, I want to reduce my own amount of overtime.

9113. Then you think, do you, the amount of superintendence which young and inexperienced second division clerks can give to the much older men who make up the Works Accounts Branch must be insufficient?—Yes, I am convinced of that.

9114. And you think that from want of supervision of an efficient character, as much work as might be got out is not got out of them?—I cannot say is not got out of them, because I have not tried the experiment; I have been fearful of trying it, but I regard with apprehension the time when I shall be obliged to take this Mr. Harvey away from that branch and remove him to another.

9115. As regards the superintending staff generally, do you think it is sufficient?—I am afraid it is sadly deficient. Without entering into any question of increased complexity of work or greater accuracy or higher nature of work, I would merely observe that whilst the out-turn of the factories is nearly four times what it was in 1880, we have now a smaller clerical staff, with less pay and poorer prospects.

9116. I believe you have special difficulties as regards Enfield, is not that so?—Yes, there is a special difficulty as regards Enfield, which I have represented to the Chief Superintendent, and which I know he has represented to the Director-General of Ordnance, that is to say, as to the insufficiency of the clerical staff. I do not know whether the Committee wish for details of that insufficiency.

9117. Is there an independent branch of the Accountant-General's department in the Arsenal, engaged in auditing the Arsenal accounts?—Yes, there is.

9118. Do you find that that department keeps in close touch with you so as to avoid references and

correspondence with the War Office?—I have members of that department frequently coming into the Central Office, and ascertaining, by personal reference, what the meaning is of something that they cannot quite follow from the books themselves; they sometimes point out that there is some discrepancy apparently; but the explanation is afforded them, and then no more is heard of it.

9119. But a considerable number of queries come down from the War Office, do they not, often as to things which could be very simply settled up locally?—I should like to see the method of personal reference rather more extended. I look on the number of papers we have to deal with as a very great evil.

9120. And if this local reference does not take place frequently the objects of a local audit are largely defeated, are they not?—I do not quite know what you would state is the object of a local audit. There is one thing for which the local auditing would be necessary. They have to examine very bulky books—wages books and stores books—the large wages check books and ledgers; and the cost of transit of those books would be enormous. They go to the factories, they come to the central office, and they examine these books direct. It is merely a matter of a messenger taking the books from one office to the other, which is a matter of a few minutes; whereas if we had to send the books up here it would cost a good deal and take up much time. I have recently had a superintendent complain that he has had his books taken away from him for five weeks, which is a long time. To send them up to the War Office would mean sending up a whole number of books relating to several factories, and one set of books might possibly be kept for months in that case lying idle while other books were being examined.

9121. (*Secretary.*) But no one has ever suggested they should come to the War Office, have they? The principle is that all these books should be locally examined on the spot?—Yes.

9122. That is to save their being sent up here?—Yes, that I understand to be one object, and that object is met. Sir George's question was whether the very object of local audit was not defeated if there were not personal references, I understood.

9123. (*Sir George Clarke.*) Yes, that is so. But there are, as a matter of fact, a very large number of queries coming from the War Office which might in very many cases be settled locally, are there not?—Yes, I do feel that it would be a gain to have personal reference increased.

9124. There is, in fact, a tendency on the part of the Audit Branch there to refer things to London in order to show that they are active, I suppose?—I am afraid that is so.

9125. I think it is the case that there is a very large amount of correspondence over a number of trifling things?—Yes.

9126. Can you give any examples of that?—I am not prepared with examples here. Of course the point of view from which one regards it has also to be borne in mind. One regards a thing as trifling, and I have cried out, saying, "Surely such and such a thing as 'this trifling query might have been otherwise disposed of,' and even though another mode of dealing with such queries has been adopted in consequence, I have been told the query was by no means trifling, and really I ought not to make such a complaint; so that I am rather afraid to express my own judgment about the matter, while I have no doubt as to the correctness of that judgment.

9127. Your point is that with regard to the carrying out of the work for which the Arsenal was created, it does take up time?—Yes, time which I think could be more profitably employed.

9128. Do you find you have frequently to deal with different departments of the War Office on the same question?—Yes, I find, for instance, that the question of comparison of prices of our own productions with trade productions, or comparison of prices of our own productions as against the estimated cost of those productions, or, as against the cost of producing the same or similar articles in a previous year, is taken up by two or three different branches—by the Director of Contracts, by F. 12, and by several branches of the Director-General of Ordnance; and in addition they are also dealt with by the Comptroller and Auditor-General.

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9129. Then on top of the Accountant-General's audit comes the Auditor General's audit?—Yes.

9130. That is also done at Woolwich?—Yes.

9131. Working alongside with the other?—Yes.

9132. I suppose those two departments work in touch with each other?—One cannot take up any document which one department has audited, without seeing an array of ticks which tells one that the other department has already audited it.

9133. Do they audit on the top of each other, or do they arrange that one should audit one part of the thing and the other the other part?—It seems to me that they audit in very great detail in some parts, whereas in other parts they do not follow each other with the same detail. Some questions, such as comparisons of prices, both sections go into very carefully, and all the big accounts, these published accounts of capital and balance sheets and indirect expenditure statements are examined in great detail by both offices.

9134. But what has an audit department to do with the comparative cost of things?—The comparison of cost of production in one year with the cost in the previous year may possibly lead to the discovery of errors in accounting which they would proceed to set right.

9135. Then they examine simply to perceive if errors can be discovered, do they?—I think there is also the comparison with the cost of trade supplies from the point of view of financial control.

9136. (*Chairman.*) That was a duty placed on the department by Parliament, was it not?—Yes, but I am not sure whether that particular portion of those duties is very much attended to, because the Comptroller and Auditor-General asked to be furnished with trade prices, and I think that it was held that those prices could only be furnished in confidence. After some discussion before the Public Accounts Committee that was dropped by the Comptroller and Auditor-General, so that he does not deal so largely with comparison of trade prices with our prices, but he compares the cost of one year's production with that of the previous year or years.

9137. (*Sir George Clarke.*) The cost of preparing the Appropriation Return every year is very large, is it not?—This annual account?—Yes.

9138. Have you any idea how much it is?—That is not kept separately, but it is part of the cost of the whole work of the account section, which you see in this list of duties.

9139. And a large part of that section would be occupied in that work, would it not?—Yes; to a certain extent, of course; we must keep some record of cost. Then there is the bringing out of results, the final outcome of the cost account, which would enter into the preparation of this particular thing. This book exhibits only the balancing, as it were, of the cost records.

9140. And the detail that that Appropriation Account goes down to is sometimes as low as a penny, is it not?—Centesimal parts of a penny even.

9141. (*Chairman.*) The Appropriation Account is also prepared pursuant to the instructions of Parliament, is it not?—Yes.

9142. (*Sir George Clarke.*) In your estimate of stock-taking, you do not add anything for evaluation, do you?—No.

9143. It would be a very large sum, and a great deal of labour would be involved, I suppose?—Yes, a great deal of labour is involved, and labour of good men.

9144. (*Chairman.*) You have told the Committee that the object of this quarterly stocktaking is to get at the cost of the articles?—Yes, produced by the foundries.

9145. What committee or what person instituted the quarterly stocktaking?—A Departmental Committee appointed to secure, as far as possible, uniformity of Ordnance Factory accounts.

9146. Who presided over that?—Sir William Anderson, the late Director-General of Ordnance Factories, who had had experience before he had that office; he was head of the firm of Easton, Anderson and Co.

9147. (*Mr. Mather.*) Did they lay that down, or was he given a free hand by the War Office?—I do not think it was referred to the War Office except incidentally in the Report which was presented. There were three Reports presented by that Committee. In the

Mr. J. T.
La Brooy.

19 March 1901.

Mr. J. T.
La Brooy.

19 March 1901.

Reports all changes made were embodied, and each Report was submitted to and obtained the Secretary of State's sanction.

9148. How does the quarterly stocktaking enable you to get better at the cost of an article?—It shows you on the transactions of the quarter, at the rates adopted and ruling for the quarter, whether there has been a profit or a loss; and then the rates that govern all issues of productions during the subsequent quarter are adjusted accordingly—raised or lowered or left alone.

9149. Do you mean to say if there is too much profit it is reduced; say, if there is too much profit on a particular article, something is taken off other articles?—On a particular class of castings, yes.

9150. Supposing there is too much profit on a particular class of castings?—The rate that governs the issue of that particular class of castings in the succeeding quarter would be reduced.

9151. And therefore something would be put on to some other class of articles?—No. It means that we should not in the end have to make a large adjustment, such as you will find on page 8 of this published account.

9152. Is your object to get at the true cost of these castings?—Yes, so that the average price adopted, when you take the whole year's transactions together, should be as near as possible the actual price.

9153. (Mr. Beckett.) The cost price?—Yes, there may be a profit in one quarter; then we try to avoid that profit, in fact, steer a little bit on the line of loss, so as to secure that the average price for the whole year shall be as near as possible the actual cost price.

9154. (Chairman.) Then are you trying to find out the actual cost price, or are you trying to arrange that a casting should work out more or less at a price?—No, we are trying to arrive at the actual cost price.

9155. But if you are trying to arrive at the actual cost price, what is the reason for reducing the profit in one quarter when it has been shown to be large in the preceding quarter?—These articles produced by the foundries have to be issued, not from the foundry right away but in aid of orders for work to be done.

9156. Precisely, you have to supply articles, let us say, to the Government of India?—I beg your pardon, it is not that. These are castings or things which are made and which have to be issued with a view to the production of other work, just as we should issue material purchased at the same stage in aid of those orders. They are issued at an estimated value for the production of other work done by us, and the endeavour is to get as close as possible to the actual cost of these things, so that the cost of the other work produced from these castings might be right.

9157. Then if you are trying to get at the true cost, and not at a fictitious cost, what is the object of reducing the profit; if there is that profit in the casting, well and good. What is the object in reducing it?—We should be making the customer, who in the end receives that particular article produced out of those castings, pay unduly high.

9158. Why?—We should be benefiting all other customers at his expense.

9159. Why? How? I do not understand that?—We are supposed to work, not having either profit or loss.

9160. That is my question. Are you working to get the true cost of the castings, or are you working to get at a convenient cost?—We are working to get the true cost of the casting.

9161. Then, if owing to having an unusually clever workman or anything of that kind, the casting costs less, and there is a larger profit on it, why do you reduce that profit?—Because if you stick to that profit, you are making the particular man who eventually walks off with the casting pay, and put a profit into your hands for distribution amongst other customers.

9162. Why?—Because in the end our recovery is supposed to be without profit or loss.

9163. Then you are trying to work to a fictitious price and not to the real cost price, are you not?—I should rather say the fictitious price was that which involved profit or loss.

9164. (Mr. Mather.) You are giving the most favoured customer the benefit of any fluctuation which may

arise in the cost of your work from purely exceptional causes, and no calculation you can possibly make on your basis would allocate to that particular job what that customer ought to pay. You think you have done his work cheaper than anyone else's, but you have done nothing of the kind. The total value of the work turned out comes upon the average on the year to so much per ton, or so much per pound, say—then to be just to all your customers around, you must have an average price based upon a year's results. Some means, of course, must be taken in order to see whether your prices might not be benefited by some expenditure of capital, and so on; but it is quite a fictitious and absolutely fanciful arrangement to suppose you are doing justice to your customers, is it not, by pricing each individual article which your foundry turns out day by day, or week by week, in that way?—The idea was that more frequent balances would enable us to get more closely to the actual cost of production.

9165. (Mr. Beckett.) Is your customer always under the impression he is taking a thing at cost price?—Yes.

9166. (Chairman.) There is agreement to supply your customers at cost price?—Yes.

9167. (Mr. Mather.) But you see it is cost price *cum* certain charges?—Charges making up the total cost to the public.

9168. But some of these charges are fixed, some of them accidental, and your customers must all round pay their share of these charges which must be debited to every article you make for every customer?—Yes.

9169. And the general expenditure of a year being examined, the cost of all you produce during the year will enable you each year to allocate to these customers their fair share of the cost which you have incurred. But to expect that you can fairly allocate to each particular thing you turn out, whether it is only a part of a great number of things of the same sort you are turning out, and do justice to all your customers on that basis, is absolutely fictitious and romantic.

9170. (Chairman.) Surely you debit to each department, do you not, its proper share of the cost as in business in private life?—Yes.

9171. You have an establishment producing shells at so much; it would then sell its shells at a price to pay each department the charges with which it was debited, and the cost of the material and production—is not that the case?

9172. (Mr. Mather.) It must be so. Take foundries, because these are the chief departments with regard to which this stocktaking is done. If your books are properly kept, you know every week in the ordinary business sense the price per ton of cast iron or of steel, or whatever it may be, brass, bronze, and everything else?—Yes.

9173. There is no necessity, is there, to ascertain the cost of the method you go through in order to see what each customer must pay—it is arrived at per ton by the week from your books—wages, materials, accessories, coke, coal, sand, blacking, and all the various things which are appurtenant to a founder's occupation?—Yes.

9174. That at once determines, does it not, how much these castings cost you per ton or per pound? That you take into the work you do always at that price per ton or per pound, and spread it over all the work you do in the year?—Yes, but you do not know precisely how much of the stuff has been used up, and in addition to that actual expenditure on wages and material, there is a price put on to cover all fixed charges.

9175. That is so. All the incidental and fixed charges come on to standard charges, which we call rent, rates, taxes, and so on—that comes to a standing amount per annum, alike for all your customers?—Yes, alike for all customers.

9176. Then at the end of the year this general stocktaking of the whole concern includes the foundry merely for gauging the amount of work in progress—how much has been done during the day preceding the stocktaking, or if the article has been in the foundry a week or a month, to see how much labour has been expended on it; just as you take a census of a population, you take it in transit, so as to make your books balance?—Yes.

9177. Then what you charge your customers for all these articles is estimated week by week from the

ordinary book-keeping of the establishment; you do not require to know anything more than that, and for that purpose a very small staff is required even for a very large concern, is it not?—The current issue is at estimated rates.

9178. At the end of the year, when you come to a general stocktaking, which must be done under an average of the whole works, you then look at the amount of the material in work, the amount of labour spent upon that material, which is estimated by competent persons, and only by persons you employ all the year round?—Quite so.

9179. And there is no extra charge paid during that time for any clerical work, or any other kind of work?—Quite so.

9180. It may be, if you have to weigh up a quantity of material you might have to get extra labour, but it requires no expense beyond your annual expenditure for clerks, and that kind of people, so that I do not see where Woolwich gains in the slightest degree by the employment of one clerk or one man to do all you have described in regard to these quarterly stocktakings, it is simply making a great amount of work, a great amount of trouble, a great amount of writing and book keeping for no purpose. I presume you are not familiar with the ordinary methods employed in concerns that have to work to a profit?—I know the method adopted in some, but the idea here was that by more frequent balancing you would obtain more nearly the current cost of production.

9181. But you cannot balance nearly a thing of that sort; you must take a definite space of time, a year or an epoch?—In this case the definite space of time is the quarter.

9182. But it is quite fictitious, and too short a time to enable you to spread over each contract or each work, if you take the fair portion of cost that ought to be debited to that particular work.

9183. (*Chairman.*) Can you give us any further explanation; I do not understand it at all?—The principle underlying stocktaking is the same, whether you have it yearly or quarterly; it is only a question whether it is requisite to take it more frequently.

9184. What is the advantage of having it more frequently; you say it is to get more nearly to your current prices, I understand?—Yes.

9185. (*Mr. Beckett.*) Would not half-yearly do as well?—That is merely a matter of convenience. Mr. Mather has conceded the principle that stock should be taken after a definite space of time. The duration of that space is a matter of convenience or expediency.

9186. (*Mr. Mather.*) But why should Woolwich, or any establishment of the Government, have any further checks on measurements of what they are doing, from time to time, than any other concern in the country, where it is far more important that they should know the cost than it is at Woolwich, because they have to make a profit?—That is not a question which I am prepared to answer further than by saying that we have to satisfy each customer that for each article produced we are charging actual cost.

9187. Can you tell me what is the actual cost of the methods you have for regulating piece work? Take all the clerks' work connected with the time-keeping and the checking off from the booking of piece work. Have you got that separated in any way?—Including day work and piece work, and including also not merely cost of work taking, but the cost of calculating the wages payable in the Wages Branch, and the cost of all the time-keepers who are engaged on the ticket check, it comes to about 48,000*l.* in the course of the year.

9188. (*Sir George Clarke.*) Does that include the Wages Branches and the separate factories?—It includes the Wages Branches, and the separate factories added in.

9189. (*Mr. Mather.*) That is for how many employes?—About 25,000—that was the expenditure last year.

9190. Do you know how that expenditure is allocated; how much to Woolwich, how much to Enfield, and how much to the other place?—No, I cannot give the cost accounting separately—some portion I cannot give simply because the cost ledgers are all kept at the Woolwich Office for out-station factories as well—but, if you think it worth while taking the work-taking staff, I could give separately how much it was.

9191. Does that include the making up of the books at the General Office?—Yes.

9192. And making out the pay sheets?—Yes, everything up to the stage of the money being actually handed to the men.

9193. Then you have no other clerical charges besides that 48,000*l.*, which includes the whole of the clerical work at your three establishments?—It does not touch stores—this is wages and cost accounting alone.

9194. The Stores Department, of course, is a separate thing altogether?—Yes.

9195. But it includes the expense of the clerks necessary to make up the results of making time, piece work, and so on, does it not?—Yes, it includes all that.

9196. (*Sir George Clarke.*) Would it include the Estimate Branch?—No, it does not include the Estimate Branch; this is the record of the attendance of the men, and the record of the orders on which the men have been expending their time, and the record of what is done with the material on which that time has been bestowed.

9197. (*Mr. Mather.*) Then do the same persons who take this piece work time, day work time, and the entry of the men into the works and so on, make up the books complete for the payments?—No.

9198. Are they the same persons, or are there other persons?—There are other persons than those who make up the books for the Paymaster, who collate the information given them by two different sets of people, the information given them by the timekeepers, the check-takers, and the information given them by the work-takers. The work-takers value out the men's time in relation to the work to which they have been devoting their time; the check-takers give a record showing that at a certain period such and such a man deposited his ticket and proceeded to his work.

9199. That looks a stupendous sum compared to anything I am acquainted with in any private concern in proportion to the number of men employed in the same character of work. Could you separate that again please, and tell me how much of that 48,000*l.* is due to the system of piece work which prevails at Woolwich?—I am afraid not, because all the work-takers are also engaged in taking the day work. The 48,000*l.* is for all our out-turn of about three and a half millions.

9200. But there has been comparatively little day work at Woolwich, has there not; I understand the whole of it is piece work?—I have here particulars taken of one quarter for all the factories—not merely Woolwich—and the proportion was this: piece work 67 per cent., day work 32 per cent., sick pay 1 per cent.

9201. (*Sir George Clarke.*) That is a little over one-third day work?—About one-third.

9202. And a great proportion of that is unskilled labour?—It varies in the several factories, but everywhere it includes also the pay of the foremen.

9203. (*Mr. Mather.*) I understand the system which is aimed at at Woolwich is to put every man on piece work by any kind of arrangement which can possibly be suggested by the wit of man, irrespective of the trouble it takes anyone to calculate, or to invent a means of arranging piece work on very intricate work?—I am afraid that is a wider statement than I can assent to.

9204. Then I will put it in another way. You are, perhaps, not aware that in concerns analogous to Woolwich,—ordnance factories and projectile factories,—and so on, piece work is by no means usual; in fact, it is simply on projectiles that piece work is found to be profitable?—I know piece work is comparatively little resorted to, but how far that may be due to the action of trades unions, which object to piece work, is another matter; whether it is because of economy that firms will not introduce piece work, or whether it is that firms are not allowed to introduce piece work, I cannot say.

9205. You may take it from me that there is no difficulty in putting piece work in force in the Engineering Branch.

9206. (*Chairman.*) Was the rule as to piece work laid down by the Parliamentary Committee?—No, it was introduced some time in the sixties as a mode of inciting the men to exert themselves.

9207. Who by?—Simply by each superintendent at his discretion.

Mr. J. T. La Bree.

19 March 1901.

Mr. J. T.
La Rooy.

19 March 1901.

9208. (Mr. Mather.) But the curious part of it is that the wages upon which piece work is based at Woolwich are arbitrary wages, they are not fixed by any custom of the trade, are they? They start at a certain sum per week per man, which I believe the man has nothing to do with, do not they?—I cannot quite follow that; a man's earnings depend upon what he produces.

9209. You must first of all assume that the man to work at his best will receive a certain weekly wage?—Yes.

9210. That weekly wage is fixed by something, is not that so?—Yes.

9211. But that weekly wage has no reference to the wages prevailing in the trade outside Woolwich, has it?—The endeavour is to see what time a man working on day work would take in doing a certain operation—an average man—not a particularly skilled man.

9212. That is the beginning of the piece work system. As I say, that amount of day work wages ought to be, of course, the basis for the piece work system?—Yes.

9213. Who fixed that day work wage? What I ascertained the other day from my long investigations at Woolwich on this point, was, that the basis on which piece work was calculated was the daily wage of the artisan in his own trade—taking, for instance, a turner at a lathe who is a skilled man. Outside Woolwich he would be getting what they call the trade wages which we all accept and pay, whether the men belong to a union or not makes no difference; we pay this accepted minimum wage fixed by the men themselves. That is taken as the basis; but at Woolwich I found the basis of their piece work was lower than what we outside are paying, and when I asked the question, "Who fixed that rate of wage?" I was told it was an arbitrary amount fixed to begin with by some official, whoever it might be, and upon that the piece work was founded?—How do you arrive at what is being paid outside? Surely it differs in different districts, does it not?

The Witness withdrew.

Mr. C. Harris.

Mr. CHARLES HARRIS examined.

9219. (Sir George Clarke.) In the memorandum you have forwarded to us you say: "In any commercial undertaking finance is supreme." I suppose by that you draw a line between commercial finance and War Office finance?—Certainly. What we call finance is not really finance at all; it is better described perhaps as economy.

9220. And you say in that memorandum, that because the Accountant-General and his officers, year after year, have exercised their functions, they are, therefore, "experts in Army finance to a degree which no Military officer approaches"?—Yes.

9221. By that you do not mean to say, do you, that no Military officer has intellect enough to understand these things, but that by a constant perusal of these accounts at the War Office you get a grip over them which we cannot hope to get?—I was thinking not so much of accounts, as of the preliminary consideration of a proposal that may come on from an Executive Department. The Accountant-General's Officers get to be able to estimate the cost of that proposal, and to know how it will work out in terms of accounts, from their familiarity with accounts, with a much greater degree of accuracy than any Military officer whose work I have ever seen on paper.

9222. In the first place you are the head of the Local Audit Branch at Woolwich, are you not?—In the first place I am a principal clerk in the War Office, but I am also local auditor of the Woolwich Factory and other Army factory accounts.

9223. Who presides over the Branch at Woolwich actually?—I preside over it. I have what is called a staff clerk who is always at Woolwich, but any minutes of any importance he writes he sends to me to sign. If I am going to Woolwich I sign them there, and all queries on accounts I sign, so that although I am generally too busy here to spend much time at Woolwich, it is practically a matter of indifference whether I sign them here or there.

9214. No, it is almost universal—within 2s. a week it is universal. Much more is paid in London than in the North of England, but these prices are so regular that when a change of trade comes it is always a question with the trades unions whether they will ask for a rise of 2s. or whether they will agree to a drop of 2s. Upon that we pay for piece work, and a man working on the piece work system is supposed to gain, say on a wage of 36s., 8s. or 10s. a week. I was only struck with this fact, that looking at our own pay sheets with regard to our skilled workmen, your pay sheets show for the same class of men a lower scale?—I am afraid our information does not go on quite the same lines, because we have had scores of cases in which men have been entered into the Ordnance Factories rated at 37s. 6d. a week, and in reply to inquiries addressed to their former employers we have had it distinctly stated: "This man, when employed by us"—a few months previously, observe—"was getting 33s. a week," and that was the highest wage for the district for that class of work. There has been as big a difference as 4s. 6d. or 5s.

9215. Between the highest wage and your wage?—Between the highest wage in that district and the wage at which we had entered the man; that is to say we had entered the man at a higher rate, a rate which may have been lower than the London district rate, but we practically make a Woolwich district of our own.

9216. I may take it from you that the 48,000l. is the annual expenditure on the Clerical Staff to which I have referred to in the three concerns?—The Staff taking that record of time during which the workmen are employed and following it through?

9217. Yes, merely for those who take time-piece work time?—Piece work and day work, and the record of the work on which they are employed, too.

9218. Certainly! booking time as we call it?—Booking time and work to lead up to the payment of the men, and to lead up to the recovery of the whole expenditure afterwards.

9224. Then, in addition to that, you are head of the Branch which keeps the accounts of the Director-General of Ordnance, and in that capacity you are financial adviser to the Director-General of Ordnance?—No; up to a few weeks ago I was doing the work relating to Army Vote 9, as well as the work relating to Army Factories; the work was too much for any one man, and something less than six months ago it was divided. Till Christmas it may be said that I had a hand in both branches; since Christmas I have had nothing whatever to do with Army Vote 9.

9225. Then besides that, you are, as you stated at first, a financial officer acting directly under the Accountant-General?—Yes.

9226. So that when you start a query as auditor at Woolwich, you can write direct to the factories there; then when the reply comes up here you become the person who deals with the explanation which is offered, and you write another minute here which you pass through other people, and perhaps up to the Accountant-General before it comes back?—Yes. If when the reply to my query comes from the factories I think there is anything in the matter which requires to be brought to the attention of the Assistant Accountant-General or the Accountant-General, I submit the matter to the Assistant Accountant-General, who submits it to the Accountant-General if he thinks fit.

9227. Besides that you had a fourth capacity, had you not, as Secretary of the Committee on Ordnance Factory Accounts?—Yes.

9228. That Committee was formed in January or February 1890, was it not?—Yes.

9229. And its charter was to inquire into the system of keeping the accounts at the several factories with the view to producing uniformity?—That was the original reference to the Committee, but immediately that reference was set up a great many important questions, raised by the Exchequer and Audit Department, which came rather outside that reference, were referred to the Committee; so that, practically, it

became a Committee on the whole question of Ordnance Factory Accounts.

9230. Was its charter explicitly changed and enlarged?—The terms of reference were never formally changed, but in the first report of the Committee which was issued in 1891, the notice ran: "The Committee was appointed in February 1890 to 'inquire into the system of keeping accounts at the Ordnance Factories 'with a view to producing uniformity.' The scope of the inquiry has since been extended by the reference to the Committee of many questions which have arisen in regard to the Factory Accounts."

9231. On the 16th March 1893, the Committee expressed regret that it was not then able to make final recommendations, and several years after that it was engaged, was it not, in the much larger investigations to which you have referred, that is to say, investigations involving the whole question of the economy of manufacture in every Branch?—Yes; the Committee was actively engaged up to about the end of 1897.

9232. Who were the members of that Committee?—The Director-General of Ordnance Factories—Sir W. Anderson—was chairman. The original members were Mr. Major, who was then Assistant Accountant-General, Mr. Tapp, Civil Assistant to the Director-General of Ordnance Factories, and Mr. Hurst, Accountant and Auditor, as he had been called, under the old system in the Ordnance Factories.

9233. So that there was only the Chairman who could be said to have had any experience in the management of any manufacturing business?—I think it might fairly be said that Mr. Tapp had had experience in the management of public business. He had been all his life in the Ordnance Factories, and he had been principal clerk for a considerable number of years.

9234. May I take it that as regards the general policy of the Committee, it was, broadly speaking, to introduce individual piece-work wherever possible, and to break up the fellowships which had existed in some parts of the factories?—That was by no means the policy with which the Committee set out, but after its first report, having (as one might say) whitewashed the piece-work system existing at Woolwich, the Committee found that that system was liable to very gross abuse, had led to abuses, and had utterly failed either to get a fair day's work for a fair day's pay out of the men, or accurately to represent the cost of what the men did. One of the remedies which the Committee recommended for that state of things was the introduction of individual piece-work as distinct from gang piece-work wherever it was possible.

9235. As regards the Carriage Department the great change which you introduced was that you put the saw mills, did you not, on individual piece-work—putting the labourers on day work?—Yes, I think that that was the principal change actually made in the Carriage Department.

9236. Was that done at the end of 1896?—Yes.

9237. Before that period I was able to show, was it not, that I had effected a saving of nearly 700% in the Wood Workers Branch alone—that Branch having been disorganised before I went there by transference from the Laboratory?—I do not remember whether that came before the Committee, but I will take it from you.

9238. A saving resulted from this change as far as I can make out of about 300% a year?—It was 42 per cent. of the wages bill of the shop.

9239. And the reason of that saving was evidently, was it not, the satisfactory state of the piece-work prices, which I fixed after considerable trouble?—Yes; as far as I know, the piece-work prices that, after some debate on the general principle, you fixed, worked very satisfactorily. I think a few of them were reduced within the first year, but the general working I have always heard was extremely satisfactory.

9240. And the economy produced was purely a question of the proper fixing of the prices, was it not?—No, I think the economy produced was a question of the organisation of the shop, because the prices had been in your control for two years, but when the organisation of the shop was changed, this saving resulted.

9241. (Mr. Mather.) Who reorganised the shop?—The question of whether the shop should continue on gang piece-work or whether a system of individual piece-work should be substituted was discussed be-

ween Sir George Clarke and the Committee at very considerable length. Sir George Clarke protested in the strongest possible terms against any change being made; he repeated again and again his conviction that such a change would lead to no good, and the Director-General of Ordnance Factories finally ordered that the change should be carried out.

9242. (Sir George Clarke.) And the saving or loss, as you have said, turned entirely on whether the piece-work prices fixed were satisfactory, did it not?—Subject to what I have said about the question of organisation being an antecedent condition, yes.

9243. I mean, it depends on the price, does it not?—It depends on the price, but the chief factor was the moral effect on the workmen.

9244. The second great change was the division of the wood-workers machine shop into two parts, which also I opposed, because I felt it would be certain, as it has done, to lead to inconvenience. Would you explain what the nominal advantage of breaking that fellowship into two—the whole working under one roof—could be?—The facts I will read to the Committee from this paper, if I may. "In the wood-workers' machine shop of the Carriage Department, there are two considerable gangs of men, under different foremen. The earnings of these two gangs were pooled. The Committee on Ordnance Factories Accounts considered it most desirable to break up these large gangs, and, as a first step, to record and distribute the earnings of the two gangs separately. To this the Superintendent demurred, and it was stated that the men were constantly shifted from one gang to the other. A worktaker having been introduced, it was found that this was not the case. The division into two gangs was finally effected, and it was found that one gang was receiving about 30% a week more, and the other 30% less than it earned, the reason being that the piece-work prices for the work were wrong, i.e., they did not represent the amount of labour involved in it." The main object of breaking up the gang was as a first step towards getting the accounts to show accurately the cost of what the men did. At present we will say the box work was being charged for wages at the rate of 30% a week more than it should have been, and the carriage work 30% a week less, or it may have been the other way, I really do not know which. The first object was to set that right. The second object was, that when you get a man whose earnings have no perceptible relation to the work he does, you cannot expect that man to put his best foot foremost. When you have brought the individual man into the most direct possible relation to his individual earnings, then you may expect that he will have, at any rate, some inducement to do a good day's work.

9245. But how did you bring the matter home to the individual men, when the fellowships remained at something like 60 men apiece?—It was only a first step in that direction.

9246. Then what would be the difference between the men who were working about 120 in one gang and the men working in two gangs of 60 each?—The division of a gang of 120 into two gangs of 60 each was preliminary to the division of 60 into very much smaller gangs, and, if possible, to individual piece-work.

9247. The statement that you have read about the 30% is capable of being shown to be quite fallacious; the prices have never been touched since, and they have run out uniformly, showing that the prices were fair between both. It comes to this, does it not, that the Committee wished to put that shop, with all the multiplicity of individual operations, on piece-work?—If it were practicable to do so.

9248. Take one case—a small-arm ammunition box costs 4½d.; that box has 37 different machine operations on it, and involves the labour of 41 different people. Do you realise my objection to the vast amount of labour on paper which would be necessary in booking up the operations of individuals whose operations would involve only the fraction of 1d.?—Certainly, on the facts you have just recited, I should say that that type of work does not lend itself to individual piece-work.

9249. That type of work is representative of the type of work which runs through that machine shop. You can realise, therefore, my objection to this, can you not? It was simply that I did not wish to be burdened with more paper, and I was frightened at the amount of paper which would be involved in

Mr. C. Harris.

19 March 1901.

Mr. C. Harris.
19 March 1901.

attempting to introduce piece-work into such a shop as that. Can you realise that?—Certainly. But I would say, first of all, that one of the two gangs does work of a very different character; and, secondly, the Committee, so far as I know, never made a definite recommendation, nor did the Director-General ever convey to you a definite order to put either of those shops on individual piece-work; but we wanted to get as small gangs as was possible.

9250. And I am quite sure you feel, with me, that it is excessively disadvantageous to a shop that the time of a foreman, to whom I look to be always about to try and cheapen operations, should be taken up with paper work?—I agree with you absolutely.

9251. Under these circumstances he does not have time to think of the economy he should produce, and the work also suffers, because the superintendence is not what it should be?—Absolutely.

9252. And you understand, in my objection to both these things, that that was at the bottom of them?—I think the foremen have too much paper-work to do, or do too much paper-work, now. I quite agree with you on that.

9253. As auditor of the factories, is it the duty of the auditor to point out that prices are too high?—One of the duties of the auditor is to compare factory prices year by year, and factory prices with outside trade prices.

9254. Do you remember, the other day, calling attention to the high prices in the forgers' shop of the Carriage Department, and you wrote on that occasion, "We know some of the work done by forgers in the Carriage Department is very costly"; and you instanced saddle-trees as one of the cases. Are you aware I reduced the price of saddle-trees from 2*l.* 9*s.* to 2*l.* 0*s.* 3*d.*?—I am aware the price has been reduced, because I have myself been drawing attention to this matter for at least five years past. In the first year I drew attention to it, I think the loss on the manufacture of saddle-trees in your department was 7,000*l.* in the one year.

9255. You say loss. How do you mean loss?—The difference in price between the contract price and the cost. The price paid to your forgers' shop alone for rough forging one part of the saddle-tree was more than the finished price of the saddle-tree in Long Acre. I am fully aware some reduction of price has been made.

9256. Do you remember a contract being made for saddle-trees for 24*s.* each?—I do not remember the particular contract.

9257. You would not know, then, that, out of 405 of that contract, 100 had to have new parts fitted to them before they got into service at all?—I consulted the Chief Inspector of General Stores officially on the subject of the quality of the contract saddle-trees (he inspects both your saddle-trees and the contractors'), and he assured me, on paper, that the quality of the contract saddle-trees left nothing to be desired.

9258. Are you aware that the rates paid in my forgers' shop are decidedly low, and all through this time of pressure I have had great anxiety and exceeding difficulty in keeping the number of men required to do the work?—I have no information as to that.

9259. And you would not know that forgers' prices largely rule the cost of field carriages?—Yes, I should know that, I think.

9260. Would you know that in two orders given to the trade as to field carriages, the loss by giving those orders to the trade exceeded 140,000*l.*, which would have provided the Army with more than 27 additional batteries?—I dealt with that in my capacity, then, as head of the Branch dealing with Vote 9 expenditure. Therefore, I am aware of those facts. It only shows, I think, that the prices which, under exceptional stress, were charged by the contractor, were extremely high.

9261. But, on the other hand, it goes a little bit to show, does it not, that the prices in the Carriage Department are not so high?—There is no good competition for that class of work from a price point of view at present.

9262. Of course, you are aware that both the firms who make these carriages have been employed for many years in making field carriages of precisely the same type?—I think the orders they have had have been few and far between, as far as Government orders are concerned.

9263. Certainly, but they have had considerable private orders, have they not?

(Chairman.) But the contractor, in his price, would have to allow for interest on money, and such things, which is not done by the Ordnance Factory.

9264. (Sir George Clarke.) Do you remember a case the other day in which Sir Henry Brackenbury, after a long correspondence, offered to pay a cheque for 21*s.* 6*d.* to settle up a matter rather than to go on with the discussion?—Yes, I have the paper here.

9265. Could you explain what was wrong about that 21*s.* 6*d.*?—Certainly. The contractor sent in some iron work for the Building Works Department of the Ordnance Factories. From his final bill there was deducted a sum of 1*l.* 1*s.* 6*d.*, and the Branch which examined the bill asked what that deduction represented. The answer was that a certain part of the iron work had not been delivered, and then the answer went on, "This difficulty has been remedied here by an issue from store, and a corresponding charge has been set up against the item concerned in our local account." Then some purely technical question arose as to how the deduction should be brought to account. It was finally referred to me. Before that, however, the Chief Superintendent of Ordnance Factories repeated: "It merely represents a short delivery of materials by the contractors, which was made good by an issue from store. No wages are involved, and, consequently, no indirect expenditure." I then asked to be referred to the issue from store which represented this sum of 1*l.* 1*s.* 6*d.* The reply ran: "The 1*l.* 1*s.* 6*d.* in question represents an estimated charge for making good the deficient supply of material by the contractor. The material utilised was taken from scrap, and its actual value is merged in the Building Works Department expenditure on the item, but is quite untraceable as a distinct transaction. Under these circumstances, the net amount only of this bill (138*l.* 18*s.* 6*d.*) should go to the item. Our minute of 6th June was written under a misapprehension—there was no issue from store." I then said, after examining the account at Woolwich, to the Chief Superintendent, "I have had the Expense Ledger Account of this job examined, but I cannot find that the value of the scrap said to have been used on the job has been charged in that account; nor, indeed, do I see how it can have been charged there, except by some transfer voucher crediting 'scrap' and charging the job; and, if any such transfer had been made, it should be capable of being identified." There followed, then, a further and long explanation from the Chief Superintendent: "This 1*l.* 1*s.* 6*d.* is a composite sum, and cannot now be resolved into its elements. There is a small deficiency, which is met by utilising some scrap. Labour, which is charged direct to the 'item' is done on the scrap, how much is not now ascertainable. The 1*l.* 1*s.* 6*d.* is, therefore, not the value of the scrap, as scrap, but the estimated value of it when it has been rendered fit to take its place with the rest of the steel," and so on. I then submitted the paper to my chief, the Assistant Accountant-General, saying, "I should like you and the Accountant-General to see this paper, as an example on a small scale of the difficulty of ascertaining a simple fact relating to a matter of account in the Building Works Department under existing conditions," and I continued pointing out the various contradictions.

9266. (Mr. Mather.) Do you call that a simple fact?—If a man makes a deduction of 1*l.* 1*s.* 6*d.* from a contractor's bill, I think it is a simple fact.

9267. Which he gave you the explanation of immediately?—But the explanations were one after the other contradicted and amended.

9268. To me it looks the most fastidious and the most ridiculous possible inquiry to have been made from the War Office; if we were to run our concerns as manufacturers in any branch of industry on a system of that sort, we should all be in the Bankruptcy Court in a week.—I quite think so, if that were an isolated instance.

9269. There is no instance of that character which could not be settled in two moments by simply a question from Sir George Clarke or the Superintendent at Woolwich?—Sir George Clarke was not concerned.

9270. I mean anyone who has authority to do such a thing as that could give the explanation in two

moments without requiring further interference from anyone?—I sent and asked for the information and absolutely failed to get it. It is my duty as local auditor to ask for an explanation. I carried out my duty by inspecting the books and asking for it, and I could get no explanation.

9271. I wonder how much it costs the country to refine down such trivial transactions as that, and employ such important persons in doing it?—It is not altogether a trivial matter, because what it shows is that neither the record of materials in the Building Works Department, which is a very large and costly department, nor the record of wages is reliable.

9272. The sum was accounted for, I understand, but was not accounted for in the manner in which you thought was the just direction in which the material went?—I am afraid you are under a misapprehension. There was nothing at all in the accounts to support this deduction of 11. 1s. 6d. from the bill. What appeared was that certain material which for four years I had been urging the Superintendent of Building Works to bring on charge and account for, and which he had persistently refused to account for, had been taken and been supplied to make good the Contractor's deficiencies, and there was no record of the thing in the accounts whatever.

9273. (*Chairman.*) Instead of the Contractor being called upon to make good his own deficiencies, they made good from Government material?—Quite so.

9274. (*Mr. Mather.*) I understand the transaction had been finished and the contractor had been charged with the amount of material which had been given to him from the scrap heap. I understood that was the case?—He was charged 11. 1s. 6d.—whether that was the amount of material used or what that 11. 1s. 6d. represented, there was absolutely nothing in the books to show.

9275. (*Sir George Clarke.*) Have you had at the War Office the explanation from the Superintendent of Building Works of the transaction?—I think there is a copy of the final minute from the Superintendent of Building Works with this paper. Remember, this explanation, which reads perfectly satisfactorily standing by itself, did not come until after those minutes had been written.

9276. (*Mr. Beckett.*) How did the matter end eventually?—Eventually the record stood.

9277. (*Sir George Clarke.*) What I want to bring out is this: Have you seen this scrap heap which he wishes to be taken on Ledger Account?—I think I have seen it, but many years ago.

(*Sir George Clarke.*) I have seen it, and I have not the slightest idea how any man could take on to account the odds and ends accumulated from the demolition of buildings.

(*Mr. Mather.*) In every concern in the world the scrap heap is taken as a whole and is utilised for odd jobs about a concern, and it is impossible to make a Ledger Account of it; all you know is that as long as the scrap heap is not taken away or stolen, it is utilised to fill up the little interstices that occur; but I understood this transaction to be that the Superintendent or official had already explained to Mr. Harris or the clerk concerned, that the transaction was recorded; there had been a certain amount of material supplied to the contractor to make up what he had not delivered, and from his bill they deducted what they considered the value of that little piece of scrap.

(*Witness.*) His first statement was that it was an issue from Store, which does not mean from the scrap heap.

9278. That was a clear mistake?—His second statement was that there were no wages concerned. His third statement was that it was not an issue from store, and his fourth statement was that there were wages concerned.

9279. And finally you got back to the scrap heap?—Yes, but straws show which way the wind blows, and the final result was that neither his wages accounts nor his other accounts can be trusted as a record of these minor matters.

9280. I quite see that a charge might be brought against the Superintendent of the Building Department if the transaction was not recorded in any way. He might not have recorded it in your way, and in the way which is the official way, but if he had carried out

the transaction to its ultimate issue fairly, namely, charged the contractor with the amount of scrap materials he found to make up this little want of completion on the part of the contractor—if that had been recorded and allowed for in the contractor's bill, what can there be to complain of?—But the wages he had paid had not been recorded, and how much scrap had been used it is impossible for anyone to say.

9281. (*Sir George Clarke.*) He says the contractor was charged for it at triennial contract rates; what more could he have done?—He should have recorded, when he put a man on to do work to make good a contractor's shortcomings, the wages of that man as being so employed, and as primarily charged against that contractor.

9282. But as regards this scrap heap, surely it would be exceedingly difficult to get all this lumber put on to a ledger account. I really do not see how you could get the things named, there are no means of identifying them, are there?

(*Mr. Mather.*) You might do it, of course, by increasing the clerical staff in a large concern like that *ad infinitum*, multiplying Mr. Harris by a dozen, and adding clerks in each department; but to compare it with a business concern running to a profit is an absurdity.

(*Witness.*) Whether this is such a scrap heap as would be considered an ordinary scrap heap of a business concern I cannot say. I only know that this stuff is carried all over the Arsenal, that a good deal of money is spent in carrying it about, and the position I have taken is, that if it is worth collecting it is worth accounting for.

9283. (*Chairman.*) The Committee understand that there is a quarterly stocktaking which takes place at the factories?—That is only on what are called foundry accounts.

9284. That quarterly stocktaking has been carried out, has it not, in consequence of a recommendation of the Committee you have just been talking about?—Yes, the Committee recommended that the foundry accounts should be balanced quarterly, that being the system that the Chairman of the Committee had pursued as a commercial man.

9285. What is the precise object of taking those quarterly stocktakings?—I should explain that our system of foundry accounts is a sort of profit and loss account. You charge the foundry account with all wages, materials, and a due share of general charges for indirect expenditure, you credit it with the value of the castings produced and transferred to manufacturing orders at certain schedule rates.

9286. At certain schedule rates for the castings?—Yes.

9287. Who fixes those rates?—The manager or superintendent of the factory. They are estimated rates, and in order to see how far the earnings of the foundry, so to speak, at those rates, are paying the expenditure on wages, iron, coal, and so on, these quarterly statements are prepared showing expenditure and earnings. The object is to get the rates to balance the expenditure as nearly as possible.

9288. The rates for the castings?—The rates for the castings, so that you may get as accurately as you can at the cost of the castings. Many things made at the Arsenal start, so to speak, from the casting, and the cost of the casting is a very important item in the prime cost of the article.

9289. I do not see how you get by that system at the cost of the casting. The cost of the casting is fixed, as I understand, by the Superintendent, acting, I suppose, in consultation with the foremen?—The estimate is made by the Superintendent. That estimate is adopted provisionally, and is tested by the profit or loss it produces at the end of the quarter; if it works out within 5 per cent., we say "that is all right; we may take the estimates of the Superintendent as 'being borne out by the facts'; if it begins to show a difference of 10 per cent., the clerk in charge of the accounts at Woolwich reports to the Superintendent or manager that these estimates require reconsideration and overhauling, so as to bring them into touch with the facts.

9290. Is your object to arrive at the true cost of the castings, or to work up to a conventional price?—The

Mr. C. Harris.

19 March 1901.

Mr. C. Harris. object is to arrive as nearly as possible at the true cost of the casting, but in a foundry you cannot practically arrive at a cost in the same way as you arrive at cost in, say, a gun shop; you cannot put down the wages of every man in that foundry to some article he is making, you cannot put down every pig of iron, every ton of coal that comes in to a certain order: the coal is for general use, and the iron is for general use, and so on.

19 March 1901.

9291. Surely a natural system would be to charge all the departments of a factory with so much, as their proportion of the general cost of rates and taxes, and so on, and then to make out an average price for the article they produce in each department, which would cover the cost of material and labour, plus their proportion of these general charges?—That is so, from the point of view of what one may call the manufacturing shops, but to the manufacturing shops the raw material is the casting. If you buy that casting in the trade, it comes in and is charged to the order on which it is employed in the manufacturing shop at so much the pound or cwt.—

9292. (*Mr. Mather.*) But that is not a case to take at all, is it, as a parallel case to that which the Chairman is putting to you? In every large concern—and it is only with a large concern you can compare Woolwich—the work is carried on as you carry it on at Woolwich for the purpose of ascertaining the exact cost of casting per ton or pound, according to the metal, in order to arrive at the just allocation of the work to each order for a customer, and what amount of casting he has taken?—Precisely.

9293. You must not compare it, I mean, with the bought casting?—Not in the least; I was going to explain to the Chairman that whereas the casting, when it gets into the manufacturing shop, is raw material at a certain price, the question is, when you have made that casting yourself, what price to put on it; and the simplest method we have been able to devise of putting a price on that casting, is this system of allowing the manager or superintendent to estimate the cost of the casting, and check that estimate by bringing it in a tabulated form into comparison with the facts, once a quarter. That is the system followed in the works at Crewe—the Crewe foundry system is practically identical with our own.

9294. But the Crewe foundry does not get at the cost of the casting, but the cost of the article?—But it gets at the cost of the casting first.

9295. I think you will find that at Crewe they know the cost of their castings, not by stocktaking, but simply by an ordinary process of book-keeping. I can tell you in my concern, every week throughout the year, the fluctuation in the price of castings, including the number of “waster” castings—expenditure for anything that may occur in one week's work at a larger rate than in another week is all known, and then, at the end of the year you know what the actual cost of your castings, either iron, brass, or steel, has been. But for the estimated purposes of the trade you take the average cost, say, of a month, of your castings, one way or the other, and you have the actual fact in that month by a process of book-keeping. Each week there is charged so much metal, so much wages, so much sand, lime, coke, everything which is required in a foundry—brushes, the smallest articles used—it all goes into columns every week in the ordinary way, and though one may find a slight fluctuation in this process week by week, it is divided by the total profit of the foundry per week, and you have the regular price running all through the year?—You appear to watch it more closely than we do, but otherwise the general system appears to me to be the same.

9296. But we have no stocktaking at all; it is an ordinary method of book-keeping with us?—Then your prices in any given week are liable to be thrown out by the fact that the amount of material sent to the foundry and, therefore, charged to that account, is not the amount which has been actually consumed by the foundry and therefore converted into castings.

9297. We take it week by week at an average price at which we are to put our castings in touch; it has run for a long time and that is the only way you can work a business; why the Government factories should require anything closer or better I cannot understand. It is more economical if you watch it week by week, especially as in a foundry where you use, brass, iron, steel or bronze, it is most important to know what relation your bad or imperfect castings bear to the total weight of metal used, and the total amount of

wages paid?—Quite so, and I think our system might be elaborated in that direction.

(*Mr. Mather.*) I do not call it elaborate; it comes in the ordinary way of book-keeping by the clerks in the concern, and it is done in a few moments. Every Monday morning the previous week's work is entered up, so that we have only a few items to deal with: those are taken from the books and entered up, so that for the whole year you may make your estimate accurately for your own benefit and for the benefit of your customers.

9298. (*Chairman to the Witness.*) Do you see any particular advantage in your system as to these quarterly stocktakings?—As regards the quarterly stocktakings in the foundry, I am not in any way particularly bound to them. I find that in a report of mine written in the year 1895, I spoke of omitting them in case of pressure. I find that in December 1899, the Ordnance Factories did omit this quarterly stocktaking without mentioning the fact to me, and in fact it is not in any way a rule laid down by me or through me, or that I am particularly concerned to watch; it was a rule introduced by Sir William Anderson on what he conceived to be its merits, as a practical man.

9299. Then, if it can be so easily dispensed with in time of pressure, of what utility is it in getting at the true cost of articles?—Although you may get more output from your foundry, you get your prices running further away from the facts; in the last year 1899–1900, I find there were considerable balances on the foundry accounts.

9300. What do you call “running away from the facts”?—I mean the amount of money actually spent in the foundry is not exhausted by the prices charged for the castings produced. I think there are some examples of these quarterly balance sheets by which I can show what I mean. There is a foundry account for the quarter ended September 1900. (*The Witness explains the Account.*) That is to say that we had failed to account for the money actually expended in the foundry by 763*l*.

9301. Out of this material, and out of these wages, you made so many finished articles which, at your prices, would have represented a sum leaving a profit of that much?—Yes. That, of course, is a finished article from the point of view of the foundry, but from the point of view of the manufacturing shop, it is raw material.

9302. (*Mr. Mather.*) How do you proceed after this to fix your price for castings on the particular work you have to produce?—That has been charged day by day at the estimated rates fixed by the Superintendent—those quantities, calculated at those estimated rates, produced that much. This account is merely a test to see how far those estimated rates corresponded with the facts. Originally these rates were drawn up without any account of this kind; they were drawn up from the practical knowledge of the Manager, but they are corrected from time to time in accordance with the results.

9303. Because, of course, the price of metal varies month by month?—Yes, quite so—that is why it is necessary to adjust quarterly, and that is why these quarterly accounts are kept.

9304. Of course the method I have described to you—the weekly book-keeping of a foundry, takes the cost of the iron on the day?—Yes, it is more exact.

9305. Can you explain to the Committee who instituted the system of piece-work throughout the whole concern, apart from work upon things such as boxes? Let me give you an example—piece-work on a gun carriage which costs, I suppose, before it is finished, 7000*l*. or 8,000*l*.—is not that so?—The cost is very large.

9306. On such a piece of work as that, in any manufacturing concern in the country, it would be impossible to work piece-work; I mean to say, no one in working to profit would venture to establish a system of working piece-work on that particular class of manufacture. What led to its being done at Woolwich?—Of course, gun carriages have become complicated; the gun carriage of 40 years ago was a simple thing. As gun carriages have become complicated, they have been made in a factory in which piece-work was established from the earliest days, and they have grown up with it.

9307. Then the present arrangement of piece-work at Woolwich, I understand, is the carrying forward

into present day construction a system which prevailed when all the articles constructed at Woolwich were much simpler in character?—Yes, in a sense, but I am afraid that that, standing by itself, might be misleading. The system on which piece-work is paid for such a carriage as you describe, is this: First of all, there are different component parts which go to make up the carriage—there are the plates and the various parts—there is a plate of such and such area, machining that plate costs so much, there are certain holes to be drilled, certain slotting to be done, drilling is so much, and so on; the whole thing is built up from piece-work elements. Whether that plate ultimately goes into a complicated carriage or whether it is used for a comparatively simple structure, hardly seems to affect the conclusion.

9308. Plates are a small matter; it is what we call boiler work: but when you come to the construction of the carriage, putting together all the parts, the bearings and preparing for the bearings, there you have a complication of works, have you not, which we should regard as impossible to carry out under a piece-work system that would accurately represent the proper cost of the article?—I can only say as regards that, that the whole system was very thoroughly inquired into by Lord Morley's Commission, which investigated Woolwich matters in the year 1887. The then Superintendent of the Carriage Department, General Close, was examined very closely indeed on this piece-work question, and he stuck to his guns throughout, that piece-work, although he admitted it had certain imperfections and difficulties, was preferable.

9309. I have no doubt it renders the work of superintendence probably easier from some aspects?—That is one advantage.

9310. But, on the other hand, I think it very much detracts in such work as that of a gun carriage from the proper duty which the foreman and the manager of the shops ought to be performing day by day?—One of the arguments in favour of it is that it saves superintendence.

9311. Superintendence, of course, may be much more valuable to the concern than a certain amount of money spent upon clerks' book-keeping, than getting out all this piece-work time, which is exceedingly costly?—Yes.

9312. And you have to balance one with the other to find where the advantage to the country lies?—Certainly.

9313. My experience at Woolwich the other day led me rather to incline to the belief that the duties of the foremen were taken a great deal from the work in which they were specifically engaged, and were devoted largely to keeping up this piece-work system; and I have seen nothing to show me that any advantage is derived from piece-work over day-work, looking at it all round?—I should say, looking at it all round, that there are conditions peculiar to Government establishments that do give an advantage to piece-work; at any rate, on a piece-work system you can say this: that there is some definite return for the expenditure of a definite sum of money. In a Government establishment, without some guarantee of that sort, there is considerable danger that there may be very little return indeed for the expenditure.

9314. But I cannot conceive of any place like a Government establishment being worked upon the ordinary principles of a workshop or manufactory, where your results should not be exactly the same as that of a private manufacturer, and where you cannot work as closely to cost as they do, if you use the same system?—There is the difficulty that everybody concerned in the management of private manufactories knows that he has got to produce profit, or dividend, or something equivalent, at the end of the year.

9315. Excuse me—in my own experience nothing is known about profit or dividend throughout the whole establishment, excepting in the Head Manager's Department. Amongst the workmen, and amongst all those who are responsible for the cost of the work, there is nothing engaging their attention all the year round, but trying to make a work in the time booked against it with the material; that is the only thing they have to consider, and the only thing they do consider?—Quite so, that is what I mean—I mean profit to the firm, not to the men.

9316. They do not consider profit, because they have no knowledge of profit?—I think the question between

us is only a question of words; they may not consider profit, but they are aware of it. Their main object in life is to cheapen manufacture; now, no one with any experience of Woolwich Arsenal can say that the main object at Woolwich Arsenal is to cheapen manufacture.

9317. The incentive to cheapen manufacture at Woolwich is precisely the same as it is with the same class of men in my own works?—How is it so? More than three-quarters of the things at Woolwich are not produced by the trade at all, and are made under no competition in regard to price.

9318. I am assuming that the same material, the same ability, and the same experience, that is represented by a manager, a superintendent, or a foreman of a department, is exactly the same we have to employ?—It is the same ability, but it is directed in a slightly different channel.

9319. And I cannot conceive where any difference comes in. The object of all men who are placed in such positions of responsibility is the same everywhere; they know nothing of profit with us, and nothing of the results?—They know nothing of the results, but they know, unless there is profit, they will go out.

9320. They know that if there is no profit the concern will be bankrupt, in course of time, true; but they would also know, I should think, in regard to Woolwich, that their productions are compared, and comparable at any time, with the productions of the country outside?—Only a very small proportion of them.

9321. I cannot imagine anything which is not comparable with things outside?—Do you mind looking at these accounts? (*Showing the Annual Accounts of the Ordnance Factories.*) None of the things on this page are trade articles.

9322. That goes without saying. I am not talking about that, I am talking of the gun-carriage?—Then are we to limit it to the gun-carriage?

9323. Now, limiting it to that class of work, I omit the Projectile Department, and speaking of what I call construction, where a work has to be built up by degrees, where a great number of parts are made by different men of different trades—that is the kind of thing I wish to illustrate my view by. Upon that point of view I say that the practice at Woolwich differs from that of any concern I know of?—I thought we were discussing the broader question of how far the things made in Woolwich Arsenal were made in competition with trade prices.

9324. No, we were discussing, first of all, the piece-work being applied to an article which I say, in the trade generally, cannot be made by piece-work if it is to be sold at a profit?—If you mean that the work in the erecting shop of the Carriage Department would be better done on day work, it is a point open to argument. Former Superintendents thought it better to put it on piece-work; the present Superintendent might think it better to have day work.

9325. I should like to know whether these complicated gun carriages have ever been made by day work from first to last, because that is the only way in which you can test it. Take a typical case and make one and compare it. If you find your day work comes out at the same price as your piece-work does, then you may discharge a great number of people you have now, who have salaries year by year in order to keep up this complicated system of accounting for the piece-work.

(*Witness.*) I do not think the accounting would be simplified. You would still have to record not simply what operations a man performed, but you would have to record precisely what operations he performed, and precisely what time he spent on each, in order that you might book, against the cost of the part that he was making, the wages value of his time. I doubt very much whether there would be simplification in the accounts.

9326. We find that it is so.—But then you do not have to produce anything like that.

9327. Like a gun-carriage?—No, like this account. That form of account is laid upon us by Parliament, and that is a thing which does not exist in any commercial concern.

9328. Now you are going to another question which might explain to me the whole thing. If you are, working from the point of view that Parliament requires

Mr. C. Harris.

19 March 1901.

Mr. C. Harris. you to put down the price of every bolt, nut, screw, washer, and those trifling things which may be made in your works at Woolwich, then I have not much to say; but I do not think Parliament knows the tremendous cost it entails on the country.—That is the position as between ourselves and Parliament—that form of account has to be produced.

19 March 1901.

9329. And that is an order of the House, is it?—That is an order of the House; our proceedings are generally dictated by the House.

9330. Can you tell me what it costs per annum to take all the accounts connected with piecework, to adjust and arrange piecework, to take the time at the gates, and to book the time of the day workmen?—No, I cannot tell you about the gate time, because that is under the superintendents, but I think I have a paper here which shows what the taking of piece-work costs. It has constantly been said in discussions on Ordnance Factory matters that the Central Office is an excrescence existing in addition to other offices, and costs something like 60,000*l.* a year. I once analysed that statement and I found that the cost of what is called the Central Office in 1898–99, including work-takers at Woolwich, Enfield, Waltham, and Birmingham, 21,549*l.*, was 61,943*l.* Part of the work that office does was taken over with the staff from the various factories concerned. The charges of which the several factories were relieved in the process of centralisation were so and so, amounting to 53,137*l.* “The process of transfer occupied some years, during which the average output of the factories was 2,350,000*l.* In 1898–99 it was 3,160,000*l.*, an increase of 24 per cent. Assuming that the expenditure in salaries remains unaffected by increase of output, while the expenditure in wages increases proportionally, the comparison for 1898–99 would stand as follows:—” The cost in the factory offices, if the old system had remained in force, would have grown to a total of 69,748*l.* The actual cost of the Central Office Branches concerned in 1898–99 was 51,679*l.*; giving a saving by centralisation of 18,064*l.* “This saving is, to a certain extent, hypothetical, depending on the assumption that the wages bill would have increased proportionately to the output. If no allowance is made for the increase of 34 per cent. in output the comparison would stand:—” Total cost saved in factory offices, 53,137*l.* Total cost in Central Office 51,679*l.* Net saving 1,458*l.* Then there is another year worked out which showed a saving of 6,818*l.* “Without, therefore, taking into account the important savings in the actual working expenditure of the factories, which have resulted from the establishment of the central control, it may safely be said that the net result of the formation of the Central Office has been a saving in cost of clerical labour.” The amount for the recording of wages included in those figures is 21,000*l.* per annum on a wages bill of now two and a half millions.

9331. How many men does that mean? Is this solely for piece-work?—No, for day-work also.

9332. Does it mean taking time?—The cost of taking time, and taking piecework.

9333. Those two items?—Those two items, and the function of those men is to relieve the foreman of the duty of himself making those records, and enabling him to devote himself to better work.

9334. Is the foreman relieved of doing that work?—Yes.

9335. That is for Woolwich alone, is it?—No, Woolwich is 16,000*l.*; it includes Enfield, Waltham, and Birmingham.

9336. Woolwich has how many men employed?—The number has gone up enormously of late; but, I think, in normal times it might be put at about 12,000. This statement deals with a figure above normal. At present there are 24,000 men in the Factories.

9337. Would it cost 16,000*l.*, say, for 10,000 men?—Rather more than 10,000 men—12,000 men, I should say, at the least.

9338. It is rather remarkable that the total amount of time-keeping and piecework adjustment, and all other matters connected with the clerical work of making up wages and keeping time, is less by one-half at Elswick, with about 2,000 more men?—That is only the recording of wages, the working up of the wages in cost ledgers is additional to that.

9339. Then this is only recording, is it?—Yes.

9340. But for a less number of men you spend considerably more than double the amount per annum that they do at Elswick?—I do not know what the Elswick figure is or what it represents.

9341. It represents more than you have accounted for here; it represents piece-work, day-work, the booking of all time, the taking of time at the gates and it amounts altogether to under 9,000*l.* per annum for 13,500 men, which is a very different figure from yours?—Yes, the conditions are altogether different.

9342. I think the one explanation which silences criticism for the time being is the fact that you have these accounts to compile?—You must remember also, that this account is the only machinery by which anybody at Woolwich can be held responsible for anything he does, speaking from an economical point of view, not from a technical point of view, as to the quality of his work; but as to the cost of his work and the value of his economical administration of his business, this is the only machinery by which he can be judged, and therefore by which he can be held responsible for anything.

9343. That seems to be a very broad statement, but my own experience would not lead me to say that was possible.—That is so in a Government establishment.

9344. I am referring to a Government establishments, because I see no difference really in the principles of management, or in the methods of checking and financial control in a private concern that ought not to be equally effective in a Government concern.—But for the vast majority of the items in this book, there is no contract price.

9345. No, but there is a cost price?—There is no contract price, there is no standard by which you can compare it; you cannot produce a profit and loss account showing that any particular shop or any particular department, taken as a whole, has worked at a profit or loss.

9346. You can only take it from the knowledge of your managers or superintendents, who ought to be competent men, that they are working at prices at which they could enter the markets of the world and make a profit.—Neither the superintendents nor the managers can possibly form an opinion on that point: how can they?

9347. I mean, it is available for them to form it, because the information is there.—But it must be worked up.

9348. (*Sir George Clarke.*) As to all the items which are made which have not outside counterparts in their contracts, how do they give any standard at all, what is there to compare them to?—You can compare the cost in one year with the cost in the next.

9349. But you cannot get any standard out of that at all?—Yes, that is something.

9350. (*Mr. Mather.*) You have eventually to go outside to find even what your system does. You have no standard to measure yourselves by, except the standard of a similar trade outside Woolwich, the mere comparison between one year's cost and another within your own gates would mean nothing taken alone, would it?—I think it is better than nothing.

9351. It would only show whether you were going higher or lower within yourselves, or whether you were making improvement within yourselves?—Yes.

9352. But to compare the thing with a trade concern you are bound to go outside?—Certainly, and we go outside wherever we can, and where we cannot go outside we compare ourselves with our own position the year before.

9353. I see no possibility of your working at a less cost as compared with outside concerns, if you adopt the same principles and the same methods and the same scale which obtain in the management of outside businesses. We have no one to help us like you are supposed to have helping the Woolwich superintendents, have we?—No, but you have this—you know what the public will give, is willing to give, for what you produce. The unfortunate public has to pay what we like to charge, for what we produce.

9354. You must first of all come to the cost price of articles before you come to the public. Customers with you are performing Government obligations. With us we are selling our productions.—That is so, That is where you have the whip hand.

9355. But as to the actual price of an article depending on the extent of skill and management of workshops, of tools and appliances, and all those things going to make up economy of workmanship, we are both in the same boat?—Quite so.

9356. After that, what we get for our work, whether we can sell for a profit or loss, depends on other things beside the manufacture. There are definite laws now fixed by the practice of the whole world in manufacturing such things as you have to do at Woolwich, which control you and control all your superintendents and managers just as they control us?—Quite so, but the final control which in the case of a private concern is exercised by the selling price of its products is absolutely absent in our case.

9357. You have the same information at Woolwich as we have?—Pardon me, we do not have it brought home to us.

9358. (Sir Charles Welby.) It has been told to the Committee that there is a tendency in the local audit office, which you represent, to refer queries up to the Accountant-General's Office at the War Office, rather

than to settle them at Woolwich by personal interviews. Have you anything to say in reply to that suggestion?—I would say in reply to that, that I never refer anything up to the Assistant Accountant-General or the Accountant-General unless it involves a principle of importance. If it involves a principle of importance it is necessary, because they are responsible for what I do, and they should know what questions of principle are raised, and how they are regarded by both sides. I therefore refer the matter to them. If a man, for instance, has been overpaid wages, as happens constantly, it is not a matter which can reasonably be adjusted by my visiting the Superintendent; a written paper goes in on the matter and the matter is settled. If a question of principle arises I constantly discuss it, not with the Superintendents, because the accounts are kept under the responsibility of the Chief Superintendent of Ordnance Factories; and I therefore discuss either with him or with the Civil Assistant or with his Accountant. I am constantly in personal communication with them on queries of all sorts, both my own and those raised by the Audit Department.

Mr. C. Harris.
19 March 1901.

The witness withdrew.

Adjourned to to-morrow at 11 o'clock.

TWENTY-EIGHTH DAY'S MEETING.

TWENTY-SECOND DAY'S EVIDENCE.

At the War Office.

Wednesday, 20th March 1901.

PRESENT:

MR. OLINTON DAWKINS (CHAIRMAN).

Mr. E. W. BECKETT, M.P.
Colonel Sir GEORGE CLARKE, K.C.M.G.
Mr. W. MATHER, M.P.

Colonel H. S. G. MILES, C.B., M.V.O.
Sir CHARLES WELBY, Bart., C.B., M.P.

Mr. H. G. GIBSON, *Secretary*.

Lieutenant-Colonel F. S. ROBB examined.

9359. (Chairman.) You have been Deputy Assistant Adjutant-General, I understand, since November 1898?—I have been at the War Office since 1896, and Deputy Assistant Adjutant-General since 1897, but I was in Egypt for three months, so they dated my appointment 1898 when I returned. I have really finished my term here more than five years altogether.

9360. What are the particular duties with which you are charged in the Adjutant-General's Department?—Practically the duties specified against A.G. 1 on page 61 of the War Office list, except the more important questions which come under the various headings, and personal questions relating to officers; those are taken direct by the clerks to the Deputy Adjutant-General.

9361. What are the personal questions; is that discipline?—No, that comes under A.G. 4. The posting of officers, officers' leave, medical boards extra duty pay, posting of officers to drafts, and so on, anything connected with the officers themselves.

9362. Then, I gather that you deal more particularly with drafts?—Yes, drafts all come under me.

9363. In your opinion, and in view of the fact that we are now going to have six large Army Corps Districts, could any of the work in connection with the drafts be decentralised?—I think not. I think if you take a man from one command to another you ought to have some disinterested agency to do it. The unit that

gets the draft will always think that the officer who has detailed that draft has sent it the worst men and kept the best, and if the whole power of detailing a draft, say, from the North-East District, rests with the General Officer at York, the officer who gets the draft always imagines the unit in the North-Eastern District has been favoured. This is one reason why I think it is advisable to keep it in the hands of the War Office.

9364. You think the man in India will think the man in the North-east District is sending him his bad bargain?—Yes.

9365. How do you prevent that at the War Office?—By tying down the conditions under which the men are sent as tightly as possible. We give instructions that men are to be taken in strict order of seniority, and if we think there has been any favouritism about it, we call for a return showing those who proceeded and those who were exempted, and we can tell by this return and by the regimental numbers whether any men have been wrongly eliminated. We do not often have to resort to such a check, but occasionally we do if we think there is anything wrong.

9366. But if the work were decentralised it would still be possible, would it not, to lay down that a man to be sent to India should fulfil such and such conditions of service and age, and so on?—Quite so, but you would then have every district detailing drafts on its own plan,

Lieut.-Col.
F. S. Robb.
20 March 1901.

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F. S. Robb.

20 March 1901.

and unless they knew the ultimate destination of a unit, a matter which must often be kept secret, they might detail men who would not be sufficiently matured to accompany it.

9367. Subject to the conditions laid down. I mean if you laid down that the men who were required for India were to be of such and such service, and such and such physical qualities, would there then be any difficulty in theory if the district in India corresponded with the district in England?—In theory there would be no difficulty, but the question of drafts is very technical; you not only have to look to present requirements, but you have to look forward seven or eight years, to see what result it will have on a particular battalion. Have you seen a rank-and-file return.

9368. Yes, I have?—You have to consider in detailing the drafts what effect it will have on the men who will run off in seven or eight years time—seven years of course if they are at home, eight years if they are abroad, and what we have to strive to do is, as far as possible, not to let more than a normal number of men run off in a year; 200 is, roughly speaking, normal in a battalion. We have to see that we do not so overcrowd any category of service in a battalion abroad so that more than that number would run off in any one year. I think we should look after that more carefully than an Officer Commanding an Army Corps would or could.

9369. And that could only be done in the central office in your opinion?—I do not see that any good would result from doing it outside a central office. We get in one year from India the draft requirements for that particular year. Decentralisation would mean that India would have to send to England six returns of draft requirements instead of one. Between the time when India sends the return and the time the drafts are sent units may have shifted about, which would mean that every time a unit is shifted a General Commanding an Army Corps would have to send the particulars to the Army Corps to which it went, so that I think, so far from saving trouble, you would rather increase it by decentralising.

9370. If any question arose out of drafts the Government in India would at once send to this office, would it?—Yes, it would. There is no reason why we should not treat India as a separate command, and let it correspond with Officers Commanding Army Corps. At present we have in this office the complete information necessary to inform General Officers Commanding Army Corps what to do, whilst in the case of decentralisation they would have to find out from one another what to do, it would not be a saving of trouble.

9371. Before the report of the Decentralisation Committee, what was the custom with regards to drafts?—I do not think there has been much difference about drafts; the only difference we made was that we allowed a small percentage of exceptions to the discretion of General Officers Commanding Districts, and I think perhaps we allowed more exemptions—we certainly allowed more exemptions in the Artillery. It is a very difficult thing to lay down proper exemptions from a draft, because our attempts in that way are so easily defeated by Officers Commanding units. Supposing we say a certain class of man is to be exempt from a draft, such as a gun driver, a Commanding Officer can take care not to select his gun drivers from categories of service that would not be required for drafts. We once called for returns, and we found practically that all the gun drivers in the Artillery were taken from men with less than four years' service, that is, that other men already exempt from drafts were not detailed as gun drivers. The result was we could hardly find sufficient men for the drafts.

9372. Then your contention is that you have to keep this central control in the interest of India and the foreign stations which are receiving the drafts, in order to counteract the tendency of the officer here to keep his best men, and shed his worse men?—Exactly. I will give an instance which occurred only two days ago to show that tendency. In the Artillery we make little circles of different stations abroad, to control the promotion of non-commissioned officers above a certain rank. One of these little groups consists of the Cape, Mauritius, and St. Helena; the Officer Commanding the Artillery at the Cape controls that little group. A staff-sergeant was reduced to Sergeant at the Cape, and they thereupon posted him to the company at Mauritius. There was already a supernumerary

sergeant at Mauritius, so that made a second supernumerary sergeant there. The result is that, as regards all the non-commissioned officers at Mauritius below that rank, their promotion will be delayed, whilst in the companies at the Cape the promotion has been quickening. For all we know it may have been absolutely in the interest of the Service that that officer acted as he did, but you will never persuade the non-commissioned officers of the company at Mauritius that it was in the interests of the Service; they will always imagine it was in the interests of the men under the immediate command of the officer who decided the question.

9373. (Colonel Miles.) Did that case come here?—It was reported here because they were so extremely angry in the Mauritius that it had been done; it was sent here as an appeal case.

9374. (Chairman.) As regards the staff of your Department, you have one senior clerk under you, I believe?—Yes, partly. There has been a good deal of alteration in the staff of the Branch since the War Office list was printed. For instance, one First Division clerk has gone and we have had a considerable addition to the lower clerks, altogether I think there are 47 clerks in the branch at the present moment.

9375. Rather more than half of them are Military clerks, I believe?—At the present moment we have 15 Military clerks, we have not had an increase of Military clerks.

9376. Rather more than half will be civilians then?—Yes.

9377. Have you any opinion yourself as to the desirability of employing in your particular Department Military or Civilian Second Class clerks?—Yes, I have very strong opinions on the subject, I would not have Military clerks employed in anything except very technical work of a non-confidential nature, such, for instance, as drafts, regimental establishments and statistical returns. As regards the rest, I think we could get on very well with Second Division clerks.

9378. Because you treat them with more confidence, or because they are more intelligent, or what?—I think, in the first place, they have very much broader views. The early training of a Military clerk does not conduce to breadth. He is very good at statistics, very good at returns, but, with certain exceptions, he is rather narrow in his interpretation of regulations, and there are disciplinary reasons against employing them on other work. There are, of course, brilliant exceptions, but insufficient to secure a constant supply. I find from working with Second Division clerks that we get very good value out of them. There are several in the list in A.G. I extremely good men, who can keep up the continuity of office procedure perfectly well. I am strongly opposed to there being any First Division clerks in the sub-division.

9379. Would you sooner have an officer?—Much sooner, not only in the interests of the Department, but I think in the interests of the First Division clerks themselves. I think a man who has passed the examinations which a First Division clerk has to pass has a perfect right to expect to control a Branch, and if he gets into a Military Branch with Military officers, either he or the Military officer has to control the Branch, and someone has to decide who does it. You see on page 61 of the War Office list the order in which they come on that list, which puts the officer at the head and the clerk below, but I believe it was suggested some time ago that the clerk controlled the Branch and the officer was merely there to give advice. I think that suggestion came from Mr. Hopkins, who was then principal clerk of the Adjutant-General's Department.

9380. When I say you would repose more confidence in the Second Division clerk, I do not want to insinuate anything against the Military clerk, beyond the simple consideration that they, being more in touch with Military matters, might possibly gossip more than the Second Division clerk would?—Quite so. I think the fact of their being in touch, and having friends outside in the different units, diminishes their value at Headquarters.

9381. Do you see any difficulty in keeping half your Department Military clerks and half Second Division civil clerks?—I see absolutely no difficulty, and what I would suggest is that the whole Sub-division which has so outgrown its original limits as to be perfectly hopelessly disorganised as regards practical work

should be broken up into what might be called watertight compartments. We could then have a Department given up entirely to statistical returns and establishments, and such other matters which the Military clerks would be perfectly capable of dealing with, and have them under one officer in a separate room; then all the other papers of organisation and administration, personal matters, and other questions which it would be inadvisable for Military clerks to deal with, could be dealt with in another room.

9382. (*Mr. Mather.*) You are speaking now of the Adjutant-General's Department as a whole, are you?—I am speaking of my own Sub-division. Perhaps I ought to say that I have had experience of the Intelligence Division, so that this is not the only Department of the War Office I have had experience in, and I should say that in this one sub-division of A.G. 1 far more papers come in than come in the whole of the Intelligence Division, and the Intelligence Division is broken up, I think, into seven sections now. From my experience of the two I should say the Intelligence Division works far better for that very reason. The purview of A.G. 1 is quite beyond one officer's power.

9383. (*Chairman.*) Apart from the question of clerks, is there anything in the work of your sub-division which, in your opinion, would admit of decentralisation?—I think decentralisation might be applied to almost everything in it in a way.

9384. But not to drafts, I think you told us?—I thought we had finished with drafts and were proceeding to the other subjects. The question of decentralising drafts I may say has been gone into carefully by the Drafts Committee, and we came to the conclusion on that Committee that it was inadvisable to decentralise it, and we could not see any immediate advantage in doing so because we believed it would multiply work. I still believe that to decentralise drafts would be to multiply work rather than to save it. I do not think that an unnecessary amount of draft work does come through this office. I think possibly it is exaggerated. I saw that the Adjutant-General was asked the other day whether we detailed men by name. I do not think you can do any decentralisation there, but as regards the other matters in the list of work, the posting of non-commissioned officers and men to battalions and depôts, we do decentralise that except during the trooping season. During the trooping season we endeavour to bring as many men home to fill vacancies as possible, because it is only right that as there are many picked billets at home, as many men should get them from abroad as from home. We should have anyhow to get their names in order to give them passages and order them home, and the result is we find it more convenient to have the names sent in at one time than to have them coming in at all times of the year as they are recommended. So that although there is this much centralisation in the Department I do not know that there would be much saving. It also affords a wholesome check on the balance being kept on the number of appointments filled by non-commissioned officers abroad and at home. As regards the question of married soldiers, I think that is a matter which, except as regard to framing regulations, might be entirely taken out of our hands.

9385. What is the question as to married soldiers?—A special question whether a man who does not fulfil the necessary qualifications for the married roll is to be allowed on it as a special case. It particularly hits us with regard to the Artillery. Artillerymen who do not fulfil the conditions are always asking us to be allowed on the married roll. The reason for that is that a great many companies and batteries of Artillery have more men married without leave than they have vacancies for on the married roll, whilst in a very large number of companies and batteries there are absolutely no men married, so that they send us to know whether a married man in one company may be allowed to cover the vacancy for a married man in another company. I do not see why we should not decentralise that, and give the power to Officers Commanding Royal Artillery in Districts to deal with the matter. It gives us a lot of trouble here, and sending the matter up here is really like taking a sledge hammer to crack a nut.

9386. What is meant by "The word"?—"The word" is, I think, purely a matter connected with London; I think that must come from here, but I do not deal with it.

9387. What is the word?—It is merely a parole, I think.

(*Sir Charles Welby.*) Could not that be managed by the officer of whatever Army Corps contained London?

(*The Secretary.*) Cannot the General Officer Commanding the District settle it now?

(*Witness.*) I fancy the whole thing is done by him.

9388. (*Colonel Miles.*) But do you really do it?—It does not actually come to me, but it comes here; it is only a piece of paper which comes here by an orderly every day. I fancy the fact of its being put in here is because it has to do with the King, so that if you were to strike that out of the work of A.G. 1, nothing would result from it, but I am very vague about it.

9389. (*Chairman.*) What are election orders?—Election orders are orders which are issued at election time with regard to keeping soldiers away from the polling places, these also I do not deal with.

9390. (*The Secretary.*) General Officers Commanding can deal with that, cannot they?—Yes, I should think so. I do not see why that should not be done by General Officers Commanding, providing sufficient was laid down by regulation. That also is a very trivial matter, which only comes occasionally.

9391. (*Chairman.*) But an accumulation of trivial matters may make a large heap?—Yes. Leave of absence is, of course, decentralised; the only people who have to come here for leave of absence are those who have no Commanding Officer at home. For instance, if a man is home on six months' leave from India, and requires an extension of three months, he has no Commanding Officer or General to grant it him; therefore his Commanding Officer is here in this office.

9392. He would have to come to somebody?—He would have to come to somebody.

9393. (*Mr. Mather.*) His Commanding Officer might be in India?—If his Commanding Officer is in India, his only home is here. Therefore those on leave from abroad communicate direct here for that reason.

9394. Is leave granted under those circumstances on inquiry; do the authorities here make an inquiry?—They would not necessarily communicate with India, they would grant it on their own authority and report to India, that is what we do with soldiers, I do not deal with officers' leave.

9395. There is no such delay as that?—No, it is in order to avoid delay that this procedure has been adopted.

9396. (*Colonel Miles.*) Does that refer to the leave of men?—No, furlough comes immediately afterwards in the list.

9397. I thought you did not deal with officers?—I do not; I am only talking generally. Furloughs are actually what I deal with, and furloughs come almost entirely under Commanding Officers. There are certain occasions where, if they exceed a certain amount of time, or are granted from abroad, they are referred to us. But the word furlough in the list really means regulations relating to furloughs rather than granting furloughs.

9398. (*Chairman.*) I suppose, as regards regimental and garrison institutes and canteens, that refers to the regulations?—Except in a few cases. For instance, there are certain objects laid down on which funds accumulated can be expended, and anything that goes outside those objects has to be referred to up here. We have to be very careful about those things, because you will find every now and then an officer who has control over a regimental institute is very strong, say, on teetotalism, or on some denomination.

9399. He has some particular fad?—Yes, and anything like that we have referred up here in order to hold the balance and prevent discontent as to the expenditure of funds. As a matter of fact, very few things are referred. There is one point referred here, and that is, whether an institute may be managed on the tenant or regimental system. It is laid down in the Army Act that a tenant canteen cannot be held without the authority of the Secretary of State for War, and it must have a licence. I doubt whether justices would issue a licence to any Officer Commanding an Army Corps, and the law would have to be altered to enable them to do so. We had a case only the other day where, even with the Secretary of State's authority for a tenant canteen, the justices at Dorchester refused a licence; so if they refused it on the Secretary of State's

*Lieut.-Col.
F. S. Robb.*

20 March 1901.

Lieut.-Col.
F. S. Robb.

20 March 1901.

authority it is quite probable that with only the authority of a General Officer they would more often refuse.

9400. (*Mr. Mather.*) It depends on the justices?—Yes.

9401. (*Chairman.*) Your point is the justices would be more willing to defer to the Secretary of State than to the General Officer Commanding?—Yes.

9402. "All questions on the above subjects relating to Militia, Yeomanry, and Volunteers." What does that mean?—That is really a good deal done by the Inspector-General of Auxiliary Forces; his branch has been considerably increased lately. Such matters are referred to us so as to ensure that the procedure adopted as regards the auxiliary forces and the regular Army are practically identical.

9403. (*Mr. Beckett.*) Would not it be possible still further to decentralise the arrangements for the Yeomanry and Volunteers; if these Army corps were once established, could not all the arrangements in connection with them be made by the General Commanding the Army Corps, without reference to the War Office?—That is rather a large question: some could and some could not. The points referred to in the list really relate more to regulations on these subjects than procedure. I do not see any reason why there should be more or less centralisation in the Volunteers and Militia than in the case of the regular forces, except that there is much more tendency on the part of officers of the auxiliary forces to come up to the War Office than there is among officers of the regular forces.

9404. (*Chairman.*) Will you please continue with the list. Do you lay down regulations with regard to guards of honour, and so on?—Perhaps it would be better to state what the procedure was with regard to the late ceremonies. There we took the orders of the King, and the orders which were issued from here as regards the whole of England were threshed out by the Deputy Adjutant-General, I working under him. We gave all the orders as regards bringing troops from all parts of England, Scotland, and Ireland, to London. We got them as far as London, and then the Home District took it up. I do not think we can decentralise that; we could not give the Home District authority to order troops from Ireland and Scotland up to London.

9405. (*Sir George Clarke.*) Does that mean these particular questions only arise when troops from an outside command have to be brought up to London?—No, I do not think it does. Perhaps I should explain to you that this is part of the work done by the Deputy Adjutant-General; I do not deal with it personally, but I have seen papers on the subject, and I think we take all orders from the King as regards his movements. I do not think he ever communicates direct through the Household with the General Officers Commanding Districts, except the Home District.

9406. (*Mr. Mather.*) Take the case of Portsmouth, and the ceremonies at the death of the Queen, and in connection with it, did not the King communicate directly with the General Officer Commanding in Portsmouth, in connection with the movements of troops, and the use of troops?—I cannot say that as I do not deal with it, but I am certain a good deal of it came through here.

9407. As regards regimental district confidential reports, I suppose they must come here?—Those are the only records we have of the state of efficiency of units, but at the present moment I believe they are in the hands of a civilian clerk, and they are read through by him, and the parts which appeal to him are marked and referred to the Deputy Adjutant-General, but I do not deal with them myself, and so cannot speak with certainty. Those I think ought to be dealt with by an officer.

9408. You mean to say it is left to the judgment of the civilian clerk?—Yes, whether there is anything in it which merits bringing it to the notice of the Deputy Adjutant-General or not.

9409. It seems to me you are there employing a civilian to deal with Military matters?—I think those matters ought distinctly to be brought before a Staff Officer. I do not want to suggest that the particular civilian clerk who does this does not do it well, but I think it is a distinctly Military matter on which the future of a Military officer may depend, which ought to be done by a Military officer. There is no doubt that the number of officers in the Adjutant-General's Department is not nearly enough to carry on the work.

9410. If you were to replace your senior civilian clerk by an officer, could not he do that work?—Certainly; I have strongly advocated that to the Adjutant-General. I do not in the least want to disparage the individual clerks, it is the system of dual control and divided responsibility to which I take exception.

9411. (*Chairman.*) Then as to leave and training of Army Reserve; that must be centralised, I suppose?—That must be so. As to the leave, that means leave to those going abroad. I think we ought to know at Headquarters how many of our Army Reserve reside abroad, because, as an extreme case, the whole of them might be residing abroad, and if they were called up there would be no reserve at all. There is no actual right to leave to reside abroad; we can always refuse it if we want to, and we might say to districts you may have so many of your men residing abroad—you must not exceed it. We could do that, but the actual numbers that come through are not very large.

9412. (*Sir Charles Welby.*) That is another of these transfers, is it?—Yes, certainly. But the most troublesome subject on the list is "Miscellaneous general questions."

9413. (*Mr. Mather.*) They may be legion, I suppose?—Yes, we have extraordinary references made. The other day we even had an offer of a pet lamb, and when you take into consideration that there are "miscellaneous general questions" coming from every part of the world, there is no finality.

9414. What led to the offer of a pet lamb?—A man wrote and said he heard the War Office wanted a pet lamb, and he had one to sell.

9415. (*Mr. Mather.*) That was probably a bit of satire?—No, I do not think so, he was probably a man of weak intellect. We very often have men write up to ask us to decide bets for them.

9416. (*Chairman.*) I think that is the fate of all Government offices, is it not?—Yes, I should think so.

9417. (*Mr. Mather.*) What sort of bets do they ask about?—The public have arguments about regiments and their customs, and they ask us to decide the bets made about them.

9418. (*Sir Charles Welby.*) Is there any particular reason why all these miscellaneous questions should be dealt with by the Adjutant-General. It seems to be more a sort of work for some central bureau for inquiries?—But they are Military questions, and they must have some Military opinion, and the Adjutant-General Department, I suppose, is the particular Department in the War Office which would give a Military opinion.

9419. (*Chairman.*) The pet lamb would necessitate a Military opinion, would it?—I suppose the individual who referred it to the War Office wanted one. Under the "Miscellaneous general questions" comes, of course, the whole question of what I might call outside interference—dealings with the public, which give us a great deal of trouble—the public who will not take "No" for an answer. We have printed notices to answer the ordinary type of question; for instance, people write and ask when is such and such a regiment coming home, and we send a printed notice saying no information can be given on the subject at present; but they will not take that for an answer, and they write back and say they want a written and signed letter in order to show that the matter has been gone into.

9420. (*Sir Charles Welby.*) Would not it be possible in future to have a printed notice saying that applications of this kind should be addressed to the Officer Commanding such and such an Army Corps?—I put forward that suggestion some time ago, but nothing has yet been done on it. Our procedure when anyone worries us with anything is to send it down for report, and we report the reply from here. It seems to me that it would be better to have a printed paper saying that the matter is one to be dealt with by the Officer Commanding the Army Corps, and any further communications should be addressed to him, but the number of people who will accept that ruling if it is unfavourable to them are very few and they are sure to appeal.

9421. It does not matter whether they will accept it or not, if they can get nothing further, does it not?—No, but then they will go to a Member of Parliament.

9422. (*Sir George Clarke.*) But if you forward this letter to the General Officer, would not the General

Officer begin to correspond with you about it?—Most certainly not; if we refer it in such terms that it is a matter for him to deal with, and we do not want to hear anything more about it. I think we could do our part all right if the public would accept it, but I doubt whether the public would accept it.

9423. (*The Secretary.*) Including the Members of Parliament?—Yes, they are our difficulty.

9424. (*Mr. Mather.*) Are not you allowed to exercise your discretion in throwing correspondence into the waste-paper basket; are you obliged to reply to every note of any kind on any subject?—Practically we are. Anonymous correspondence and an occasional abusive letter we take no notice of. I do not, however, think that either the Secretary of State or the Commander-in-Chief would like us to make a practice of taking no notice of correspondence.

9425. To any signed letter you give a kind of reply, do you, printed or otherwise, whatever the subject may be?—Practically, unless, as I say, it is something abusive, but if it is in the form of an inquiry, we take notice of everything.

9426. (*Sir George Clarke.*) Does that miscellaneous correspondence prevent or delay replies to other and more important questions?—Yes, very much indeed. It makes it impossible occasionally to attend more important questions. The Secretary of State has impressed upon us the necessity of replying with the utmost celerity to outsiders.

9427. (*Mr. Mather.*) On any subject whatsoever?—He has not said on any subject whatsoever, but we have practically no discretion.

9428. (*Mr. Beckett.*) Speaking roughly, how many letters should you say come to you per day on miscellaneous subjects?—I have never counted, but I know it is one continuous stream.

9429. (*Sir George Clarke.*) Then you must find yourselves so choked up with a mass of this work that you have not time to work out the more important questions?—Constantly; I often do not get to what I call my proper work till the quiet time in the evening, about 5 o'clock, and so the important work suffers.

9430. (*Chairman.*) That is a question of staff, is it not?—Of course, the sub-division is very much understaffed, it has grown out of all proportion. The only people in the sub-division who can sign their names to a letter are the Military officers, and the number of papers that come into it are more than they can properly attend to. I have now an assistant who is learning the work with a view to succeeding me, but even two officers cannot do the work of the sub-division, which I deal with, properly, it wants thoroughly breaking up.

9431. It is a question of staff?—It is more. It is a question of staff, and of reorganisation.

9432. (*Mr. Beckett.*) Should you say that the greater part of your correspondence on miscellaneous subjects was on irrelevant topics which would not require an answer if left to your own discretion?—It is rather making a leap in the dark to make such an assertion, but I should say that of the miscellaneous questions referred from the outside more than half could be dealt with in the districts if we could only induce people to go to the districts, and a large proportion are irrelevant. A great many questions, even questions put in the House of Commons, are on matters which, if the Member went to even the last joined subaltern, he could get answered. We have already three times this Session been asked what are the terms of service of a reservist in Section D, and any subaltern would be able to turn up the particular section of the Reserve Forces Act which would give the information. All those questions have to come to us to answer.

9433. Would you say with regard to questions asked by Members of Parliament, that at all events a very large portion of them need not be addressed to the Secretary of State for War at all, and that the information required could be got from other quarters if it was not the object of the Member to get his name on the paper. Is that your opinion?—It is my opinion that he could get the information elsewhere. I cannot say what prompts a member to ask a question. I have often wondered.

9434. (*Chairman.*) With regard to the posting of officers to Artillery and Infantry units and depôts, what do you say?—That I do not know; that is done by the Deputy Adjutant-General.

9435. But that is all done up here?—That is all done up here.

9436. Could that be relegated at all to the Army Corps districts?—I do not think so, not unless both units were serving in one command.

9437. That would also apply to transfers and exchanges, I suppose?—Yes, but postings of soldiers between battalions and batteries, as far as they come to Headquarters, I deal with. In the Artillery we go on the principle that any Commanding Officer may transfer or post between the units serving in his command. That is to say, at Aldershot, where there are three Brigade Divisions, the General Officer can interchange men between those three Brigade Divisions.

9438. (*Sir Charles Welby.*) Officers and men?—No. I am talking about men only; we decentralised that as regards the men during the last two years. In the same way a Lieut.-Colonel of Artillery has three batteries under him, and we allow him to make interchanges within his own command, so that the scope of interchange depends on the command an officer is exercising.

9439. (*Mr. Mather.*) How do you deal with the officers?—I do not deal with officers, but I do not think it could possibly be done in that way.

9440. (*Chairman.*) As regards the promotions to Warrant rank, could not that be done in the districts?—It could be done in the districts. We should have to alter the Royal Warrant for it, but even then I do not think we should gain anything, because eventually they will have to come up here as the names appear in the Army List—sooner or later they come up here. Practically the promotion of a Warrant Officer merely means that he is selected in the district. His name is sent up here, and if he fulfils the conditions, there is no question of going into the matter; it is approved as a matter of course, and the name is passed to the Military Secretary to note in the Army List.

9441. (*Colonel Miles.*) Then there does not seem to be any reason for bringing it to your office, it might go straight to the Military Secretary of the Army List, might it not?—It might do if the Royal Warrant were altered.

9442. As long as the proposed Warrant Officer fulfilled the necessary qualification?—There is no reason why it should not go straight to the Army List. I think we have no authority in the Adjutant-General's Department to promote him if he does not fulfil the conditions, it is contrary to the Warrant.

9443. (*Chairman.*) Master Gunners, I suppose, stand in the same position as Warrant Officers?—Master Gunners are of three classes; the first and second are Warrant Officers, the third are non-commissioned officers. The whole question connected with the posting and transferring of Master Gunners is one which will have to be considered when we revise the Royal Artillery Standing Orders. I have hopes when we do that we shall be able to decentralise very considerably. The system in vogue, which existed at one time in the War Office, was that everything above a battery command was taken in hand by this office, every promotion and every posting. I think we ought to aim at giving Officers Commanding Artillery in districts and to Lieut.-Colonels Commanding Brigade Divisions of Artillery considerable latitude. It is a very difficult subject, because it practically means breaking up the Artillery into separate organisations, each running itself, which is totally opposed to the whole of the Artillery tradition, but I think it must come; then we shall get all these minor questions of promoting, posting, and moving Master Gunners, Warrant Officers, and clerks left to the districts.

9444. (*Sir George Clarke.*) The breaking up of the Artillery into regiments for the purpose of administration is universal in the Armies on the Continent, is it not?—I believe it is. I have never heard of any other nation that has our system.

9445. (*Chairman.*) What are armament pay returns?—Those I do not deal with, I think they go straight to Colonel Hay, the Artillery adviser, but under certain conditions armament pay is issued in the Royal Warrant, and I suppose it has to be checked to see that the proper amounts are drawn.

9446. As regards Military clerks. Do you practically supply Military clerks?—That reference as far as I am

*Lieut.-Col.
F. S. Robb.*

20 March 1901.

Lieut.-Col.
F. S. Robb.

20 March 1901.

concerned relates solely to Artillery Military clerks. All other Military clerks are dealt with in the Quartermaster-General's Department. They are a branch of the Army Service Corps.

9447. (*Colonel Miles.*) Are Military clerks under you or under the Quartermaster-General?—The Military Staff clerk is under Q.M.G. 6; I do not deal with him at all. These clerks under reference are the Artillery Military clerks.

9448. They are quite separate, are they?—They are quite separate, and the whole system of their pay and organisation is now under consideration. There is a big scheme, called the Military Staff Clerks Scheme, which is under consideration, but which has been necessarily put by owing to the war pressure, but I hope when it is decided we shall be able to put the whole administration under the districts and divest this office of the "Orderly Room" work connected with them. It will require a good deal of manipulation as regards places like Mauritius, the Cape, St. Helena, and other localities abroad, but I do not think it is impossible to get rid of it from here.

9449. You may happen to know that there is a good deal of dissatisfaction amongst Military clerks as to their status?—Yes. Under the old warrant a Military Staff clerk, the moment he was appointed, got a tremendous rise in rank; he became sergeant at once. The new system introduced a lower grade of Staff clerk which used to be filled by what was called a temporary clerk, and I think the younger men who get appointed Staff clerks think that on being appointed as Staff clerks they ought to have the rise in rank which the old class of clerk got. There might be dissatisfaction from that reason. I am talking of the Artillery clerks only, I do not deal with any others.

9450. Then as regards the Militia and Yeomanry training arrangements, what do you say?—I think that could be decentralised a good deal. The difficulty of course in respect to that is that there are some districts where there are Militia and Yeomanry where there is no training ground, and the moment you come to moving men between two districts, a central authority has to come in. But if these Army Corps have a certain amount of training ground, I can see no reason why it should not be left entirely to the Officers Commanding the Army Corps.

9451. (*Sir George Clarke.*) Then "training arrangements" here mean transference of troops to a place where they can be trained?—Practically it means deciding the time and place of the training, that is to say, what time of year a particular Militia battalion is to be called out. That of course not only depends on Military matters, but it depends on the local trade. Certain Militia regiments can only train at particular times of the year. Then other questions arise; for instance, some Militia regiment may have been for years training at some out of the way place where they have had a pleasant time, but little opportunity of training properly, such regiments are brought occasionally up to Aldershot and other military centres, where they do not have such a pleasant time, from a social point of view, but better training. I do not see, however, why, provided general principles are laid down on which we have hitherto acted, Officers Commanding Army Corps should not be able to do this work, but the chief reason is, as I say, that in some districts there are no facilities; where you have a large command, or an Army Corps, there is more chance of an opportunity of carrying it out.

9452. As regards the curriculum of training, I gather that A.G. 1 has nothing to do with it?—Nothing whatsoever, that is done by A.G. 4; I understand that the Adjutant-General is anxious to have what he calls a training branch of the Army, which will generally superintend the whole system of training in the Army, the officers of which will probably travel about and see that the curriculum is generally uniform, and that there are not different systems of training in vogue.

9453. (*Mr. Beckett.*) It falls on the Inspector-General of Cavalry, does it not, to decide that the curriculum is followed out in the case of Yeomanry?—All training is under A.G. 4, but the inspection would devolve on the Inspector-General of Cavalry. If there is a training branch instituted, it would probably be in very close touch with the Inspector-General of Cavalry.

9454. (*Mr. Mather.*) Returning for a moment to the question of drafts, when an order is made upon a General Officer Commanding a certain district for a

certain number of men, do you mention simply the number and leave to him the selection of these men?—No, we tell him categories of service from which they are to be drawn. We know exactly from these rank-and-file returns, which perhaps you have seen, what categories of service the men are in.

9455. Is each man noted by name?—No.

9456. You simply say a certain number of men of such a category are wanted?—Yes. Let me show you the return (*the witness explains the return*).

9457. Then you send instructions to the General Officer Commanding where the men are serving as to exactly what you require?—Yes.

9458. And he simply carries out the instructions?—He carries out the instructions, and orders the Officer Commanding the Battalion or other unit to take the men in strict order of seniority and detail them for draft, but we give him a certain percentage—I think it is 5 per cent.—of special exemptions.

9459. He may exercise his discretion as to those for certain reasons, may he?—Yes, and we also exempt particular soldiers who are specially required, such as pioneers, trained signallers, and practically what we call the regimental staff.

9460. Do not you consider this mode of drafting men from place to place could be done between the General Officers Commanding various places, and that it need not come through the Central Office?—I think we should get into trouble if we left it to them. The best way is to take a concrete case. The majority of our drafts, of course, go to India. We should have to place India in communication, we will say, with Aldershot for certain units; India would have to correspond with Aldershot, and say, "I want so many men," then, instead of India sending one return per annum to the War Office, and of us telling the different Army Corps what to do, India would have to send a return for each Army Corps, and neither we nor the India Office would in the least know what was going on.

9461. As a matter of fact, I suppose, there is not much delay entailed by the present system, is there?—There is no delay, because we make our estimates of drafts a considerable time beforehand.

9462. And it by no means disorganises the arrangements of the General Officer of the District, does it?—No, because we take the drafts in the winter, at a time which is convenient, as the annual training is over. I can also show you how we make our estimates (*the witness explains*).

9463. It is a considerable business which is going on continually through the year, I suppose?—It goes on during the trooping season, from the autumn to the spring.

9464. You spoke of your department being hopelessly disorganised; what do you mean precisely by that?—Among other things we never know in A.G. 1 who deals with papers. This one paper happened to go through my hands yesterday, it is quite an unimportant paper, but it will show the Committee what I mean.

9465. Where does it come from?—The paper was originally started by myself. At the Queen's funeral a company of Volunteers, for reasons of their own, had chosen to turn out in scarlet instead of great coats. The General Officer Commanding their District was asked why it was done. An explanation came back which we did not consider a proper one, and we asked the Officer Commanding the Home District whether he considered it a valid excuse. He knew what facilities this particular corps had of finding out what the proper order was. I dealt with the matter myself, and drafted the latter instructions, and yesterday, having heard nothing further about it, I asked what the result had been, and it then turned out that the answer had come back to the Department and had been taken by a civil clerk to, and dealt with by, the Deputy-Adjutant-General.

9466. A civil clerk in what branch?—In A.G. 1; and it had been taken direct to the Deputy Adjutant-General, therefore the Staff Officer who had been working the case under the Deputy Adjutant-General had it taken out of his hands, and it was being dealt with by another man.

9467. That was a mistake in the distribution of the letter, I suppose?—No, I think it was more the system.

9468. How did the letter get into the hands of this particular clerk?—From the Central Registry.

9469. Was not that the initial blunder?—No, It is all in the same branch, A.G. 1. The papers go to the clerks' rooms. The clerk, seeing that the matter had been dealt with by me in my own handwriting, should have sent the paper up to me to continue it; instead of that, he took it to the Deputy Adjutant-General.

9470. (*Chairman.*) That was a mistake on the part of the clerk, was it not?—That was a mistake on the part of the clerk, but it should not be in his power to decide such a matter.

9471. That is not a matter of organisation, is it?—What I mean is that it is really more than a mistake on the part of the clerk, and that it is a flaw in the organisation which makes it possible; we never know in A.G. 1 whether a civilian clerk or a Military officer deals with a paper. Such a mistake could not happen in A.G. 4 or in Q.M.G. 2, where the clerks do not take papers to the Senior Staff Officers.

9472. You can lay that down, can you not?—It is difficult to lay it down ourselves, because, as I understand, the Military officers in A.G. 1 are not responsible for the office organisation, it is entirely under the permanent officials.

9473. (*Mr. Mather.*) Why do you not make your own organisation? Cannot you lay down a rule that when you have dealt with a paper, the clerk is to bring it back to you, with the answer?—I have been trying to do it for four years, and have not succeeded, nor is there any likelihood of success under the present dual control and the existing traditions of the sub-division.

9474. You are chief of a Department, why cannot you organise your own Department in your own way?—I am not chief of a sub-division, the office organisation is not under Military officers. The statement that I am head of A.G. 1 would be combated by the senior civilian clerks.

9475. Who organises it for you then?—The senior clerk. I do not have anything to do even with moving clerks from one branch of my sub-division to another.

9476. That may be, but you may make recommendations?—Yes, I can make recommendations, but that is insufficient.

9477. You can say, "I am head of this Department, and I insist on this being done."—No, I cannot, for it is not conceded that I am head of the sub-division. It is a divided responsibility, the preponderance of which lies with the civil element.

9478. (*Chairman.*) But surely if you lay down a rule that any question with which you had been dealing should be brought to you directly it came back into the office, that rule would be observed?—I am afraid it is not always observed.

9479. Have you ever laid it down?—I have constantly spoken on the subject, and on one occasion the Adjutant-General had up one of the clerks and spoke seriously on the matter.

9480. But have you ever laid it down in writing?—I do not think you quite understand that although I am nominally at the head of this sub-division I am not really at the head of it all. Quite recently I asked a subordinate clerk, if I and a senior clerk gave him diametrically opposite orders, which he would obey, and he informed me that, under existing traditions, he would be bound to disregard mine.

9481. (*Mr. Mather.*) Who is your chief?—The Deputy Adjutant-General and the Adjutant-General.

9482. When you have an organisation or disorganisation in your Department, by which you cannot work and by which you cannot perform your duties efficiently, which is what it comes to, why do you not go to your chief at once and insist that there must be some change made, or you cannot be responsible for your work being turned out properly?—I have represented it very often, and what is more, I have put forward a paper to the Adjutant-General, which I believe has been generally approved; he has accepted my views, and I believe it is eventually going to be put right, but it has not yet been put right.

9483. One can almost imagine in ordinary affairs of life a procedure of that kind would prevent a matter being put right. Why is not a personal representation made by you to your chief and an investigation insisted on?—I have represented it, and the Adjutant-General and Deputy-Adjutant-General have done their best to remedy matters by dealing as little as possible with the clerks direct. More than that, they cannot do

without an increase of officers, and an abolition of the dual control.

9484. It is a small evil which should be remedied?—I have represented it, and it has been put on paper, but the recommendations have not yet been carried out.

9485. The putting on paper is fatal to any remedy, is it not? A recording of the fact by putting it on paper means that that evil will never be cured apparently; to get out of that trouble, why do you not go direct to your chief?—I have spoken to my chief several times on the subject, and he is quite in accord with me. I think you minimise the evil I complain of; it is not a matter which a few words can put right.

9486. Then why does he not give the order to have it remedied at once?—He has not got it in his power to carry out my suggestions and break up the Department.

(*Chairman.*) That is a different thing; we are dealing with letters. The one is the consequence of the other.

(*Mr. Mather.*) The one instance you have given as to disorganisation is as to this letter, which was probably a mistake. That is a mere trivial detail, which in any department of life ought to be settled at once by a personal interview between yourself and your chief. Surely it does not require a paper?—That would not require a paper. This was merely an example of what frequently occurs. In one case the same thing happened with a Draft Bill, which, when it became law, was found to fall far short of the intention.

9487. Then passing to any other question—what other example of disorganisation can you give, because your words struck me as being so indicative of something terribly wrong that I want to have your phrase "hopelessly disorganised" explained?—Were those my actual words?

9488. Yes, you did.—My expression means to a very great extent that we absolutely have not the staff to carry out the work, that the work as laid down in the War Office list is not apportioned to the different persons concerned, that the organisation is based on the very opposite lines to those which promote efficiency. The sub-division has outgone itself, and is now too unwieldy, the control is divided and ill-defined, and the proportion of officers to clerks is far too few. It is nowhere laid down that I know of, what the actual work of the Deputy Adjutant-General is, or of the Deputy Assistant Adjutant-General. The War Office list is no guide.

9489. But throughout the War Office there must be naturally some adjustments, according to the kind of business that comes up. You may possibly have to attend to some small matters occasionally which perhaps properly belong to the Deputy Adjutant-General; you cannot draw a very fine line?—No. But my point is that the system in other branches which I recommend for adoption do not present these elements of disorganisation.

9490. One can understand if you were under-staffed, that your work gets into arrear, and, therefore, would become confused, and that there was delay and all sorts of things. In that matter of clerks, if you find your Department under-staffed, to whom do you go for assistance?—In the point of clerks, I have to go to Mr. Sewell, the Principal.

9491. Is he the Principal Clerk?—He is the Principal Clerk of the Adjutant-General's Department.

9492. If you say, "I want one or two more clerks," what happens?—I asked him the other day to get two more clerks; he put forward an application and he got them.

9493. What do you mean by putting forward an application?—

(*The Secretary.*) He addresses a minute to the Permanent Under Secretary of State.

(*Witness.*) I think he would get them from the Civil Service Commission.

9494. (*Mr. Mather.*) I want to know whether it means a transference of clerks from another Department, or engaging two new clerks?—New clerks.

(*The Secretary.*) Yes, it is a question for the Permanent Under Secretary of State.

9495. (*Mr. Mather.*) You have made application for clerks, you say?—Yes.

9496. What happened?—He got me the clerks.

*Lieut.-Col.
F. S. Robb.*

20 March 1901.

Lieut.-Col.
F. S. Robb.
20 March 1901.

9497. Then now you are all organised?—No. The addition of two more clerks does not reorganise the sub-division. I have explained that the whole sub-division ought to be split up, each section being placed under a Military head with indisputable control, and the work of each branch of it ought to be absolutely correctly defined for each—that is what it wants.

9498. That is as to your own department?—That is as to my own sub-division.

9499. There are sub-sections under that sub-division are there not?—There are three, but even of those not one is dealt with individually by myself.

9500. (Chairman.) You could put forward a scheme, could you not?—I have put forward a scheme.

9500A. And you are waiting for an answer?—Yes. The scheme which I put forward to the Adjutant-General, and which he accepted, requires the addition of a considerable number of officers.

9501. (Sir Charles Welby.) Has it been before the Committee?—I believe it has. That means money in the first place, and officers in the next place, and it is very difficult at the moment to lay hands on an officer, even if the proposal is approved financially.

9502. (Mr. Mather.) We are coming now to this: the hopeless disorganisation to which you refer, has nothing to do with the trivial matters, but the system in your department is wrong. For the proper execution of work you require sub-sections in your department; you control the whole, and you want an officer at each sub-section?—Exactly. If I may explain what I mean is that the work of the department is too much crowded into the neck of a bottle, too much comes through one man; it wants breaking up, and a lot of the work stopped by junior officers before it comes to me, and the divided control should cease.

9503. By the one man, you mean yourself?—I do not say necessarily myself, but to the head of the branch.

9504. You have to do a lot of work which might be done by some sub-officer, you mean?—Certainly.

9505. And when that is done, you think there will be less disorganisation in your branch, do you?—Yes, I am certain of it.

9506. (Sir George Clarke.) Reading through the schedule of your duties, it seems to me they are nearly all addressed to Military matters, involving a knowledge of the life of the Army?—Quite so.

9507. But except yourself and the fifteen Military clerks, there is no one in the sub-division who has any knowledge of the Army, except on paper, is there?—Exactly, except, of course, the Deputy Adjutant-General in such matters as he deals with.

9508. Would you not, therefore, transfer as much as possible of this military work to military clerks in the future, leaving Lower Division clerks only to deal with things in which knowledge of the Army may be said to be unnecessary?—I do not think I should be inclined to give the military clerks more than I have said—statistical returns, establishments and drafts.

9509. Establishments meaning canteens?—No, I mean the regimental establishments.

9510. You have said distinctly that you would have no higher division clerks in your division at all?—Certainly not; as long as they remain, there will still be the divided control of which I speak.

9511. How does your subdivision work with the Inspector-General of Auxiliary Forces and the Inspector-General of Cavalry?—I work a good deal with the Inspector-General of Auxiliary Forces. I worked a good deal more with him before he had his own two Deputy Assistant Adjutants-General, which he now has. I very often used to take his instructions on Militia questions, and sign letters myself on his authority. I do that less now, because he has his own Deputy Assistant Adjutants-General, but in some cases, for instance, I have drafted orders for Volunteer camps, but I have done it partly under his instructions, and partly under the Adjutant-General's instructions. The Inspector-General of Auxiliary Officers seeing a matter from the Volunteer Force point of view, and the Adjutant-General looking at it from an Army point of view, I take my instructions from both those officers on the same subject.

9512. Then, practically, in addition to being head of A.G. 1, you sometimes act as the executive officer of

A.G. 2 and A.G. 3?—No, I do not act for A.G. 2, though occasionally for A.G. 3, but as I have explained I am only head of A.G. 1 on paper.

9513. And the Inspector-General of Cavalry?—No, I do not take instructions from the Inspector-General of Cavalry. I have very little to do with the Inspector-General of Cavalry. I often send him papers on Cavalry matters asking for advice, and in the same way his Assistant Adjutant-General attends the Drafts Committee to advise the Committee on technical matters connected with Cavalry, but practically I never take my orders from the Inspector-General of Cavalry, although I do plenty of executive work with regard to Cavalry.

9514. Is not there a good deal of overlapping of your respective duties?—There is a certain amount of overlapping, but I do not know quite how it could be got over. May I give you an example such as the posting of non-commissioned officers to the permanent staff of Yeomanry. The list of candidates is kept by the Assistant Adjutant-General to the Inspector-General of Cavalry, which is practically the Inspector-General of Cavalry himself. He makes the selections, but I actually give the executive orders to move a man from the particular Cavalry regiment to the particular Yeomanry regiment. I do not think he has any executive functions at all. He is an Inspector.

9515. Then in that case you act as his executive officer?—No, as the Adjutant-General's executive officer.

9516. The Committee have had evidence that a contradictory decision was received with regard to the question of the appointment of a Brigadier of Yeomanry that had arisen in consequence of this overlapping?—I do not deal with officers.

9517. With regard to the Royal Artillery officers, the War Office List gives Colonel Hay on page 60, but it does not show him on page 61 as belonging to A.G. 1. Does he belong to A.G. 1?—Colonel Hay does not necessarily belong to A.G. 1. He is the Artillery adviser to the Adjutant-General. I think it is incorrect to put him as belonging to A.G. 1. Sometimes he acts as adviser to A.G. 4; sometimes as adviser to A.G. 1; and sometimes he acts as the direct adviser to the Adjutant-General.

9518. Then taking this official list of duties here, I gather from your evidence that it is entirely misleading?—Entirely.

9519. As regards your jurisdiction in these matters, therefore, your jurisdiction only extends over some of these things?—Only some of them.

9520. Do you act directly under the Deputy Adjutant-General, or have you direct access to the Adjutant-General?—I have direct access to both of them.

9521. So that you have not in every case, but possibly in some cases, a narrow neck of a bottle between you and your titular chief, the Adjutant-General?—Most of the things I take to the Deputy Adjutant-General, which he decides himself. I take his decisions and act on them. If they are important letters I take them back to him to sign. If they are unimportant letters I sign them myself. In the same way I go direct to the Adjutant-General on certain points. There is nothing laid down about that. I was in the same appointment under Sir Redvers Buller. I took far fewer papers direct to Sir Redvers Buller than I do to Sir Evelyn Wood. The personal equation comes in a good deal. If the papers are important I take them back to the Adjutant-General to sign. If they are unimportant I sign them myself. Occasionally, but not often, a matter which I take to the Deputy Adjutant-General which he does not decide himself, he himself takes to the Adjutant-General, but that is very rare. If he says the matter is one for the Adjutant-General, I usually take it to him myself.

9522. Then you exercise your own discretion whether you go direct to the Adjutant-General or whether you go to the Deputy Adjutant-General?—Exactly; I know the questions which the Adjutant-General himself likes to deal with, but there is nothing laid down about it—a Staff Officer gets to know it from experience.

9523. Then there is nothing laid down definitely as regards the relations between your branch and the Deputy Adjutant-General—there is no definition of the duties, is there?—There is a paper in the department which practically amounts to this: that the Junior Staff Officers of the branch, that is to say,

Lieut.-Col.
F. S. Robb.

20 March 1901.

A. G. 1 and A. G. 4, are not to give decisions. As a matter of fact, every paper which comes into the War Office does require a decision, and it would be impossible to act up to that ruling, but what we do is to give decisions, only on unimportant matters; whatever is important we take to the higher authority:

9524. Do you consider you have authority enough vested in yourself to settle a great many questions which need not go beyond you?—Yes. By far the majority of questions which come to me I do settle myself; there would be a break down if I did not.

9525. I gather from a lot of these scheduled duties being taken out of your hands and going to other people that you have practically little control over the subdivision?—Very little; over the clerical portion I have none

9526. That is to say, the Second Division clerks do pass papers out of your office and have to do so?—I do not understand the question.

9527. Supposing a paper comes referring to the posting of an officer of the Royal Artillery?—I do not deal with that; I do not deal with officers; that would go to the Deputy Adjutant-General.

9528. I mean, if the Registry works on this schedule, it must send to A. G. 1 a whole heap of papers, which, according to your evidence, would not come before you at all?—I can explain that. They send them to the branch and they all go to Mr. Leach, the senior clerk. He is not a Military officer, but he decides which of those papers shall be dealt with by the Deputy Adjutant-General and which by the Deputy-Assistant Adjutant-General. He, in his room, has power to pass the papers to me or to pass them to the Deputy Adjutant-General whether I have dealt with them before or whether the Deputy Adjutant-General has dealt with them before. My papers are sent up from his room after he has seen them. Latterly, however, some of the papers have gone direct to the other clerks.

9529. That means that your subordinate has a power of distribution of papers in your sub-division and removing those papers from that sub-division, and handing them to someone else?—I do not think Mr. Leach would call himself my subordinate, nor do I think that a senior clerk of his standing should be the subordinate of a junior staff officer, he deals with far more important papers than I do. He has the power to which you allude.

9530. Then I do not understand it?—It is extraordinary, I admit. He acts as head clerk to the Deputy Adjutant-General; in that capacity he takes papers to him direct.

9531. Then he has a triple allegiance—a small allegiance to yourself, a larger allegiance to the Deputy Adjutant-General, and a third allegiance to the Under Secretary?—And you might also include an allegiance to Mr. Sewell, and to the Inspector-General of Auxiliary Forces.

9532. I may take it, may I not, summing it up, that you really have not the control of this long list of people?—I have no control over a very large number of them.

9533. And when you speak of "hopeless disorganisation," in your mind is there something more than the disorganisation of this sub-division; have you got in your mind the whole distribution, or want of distribution, of work throughout the whole of the Adjutant-General's office, and do you think it is not merely a question of reforming this subdivision but a much larger reform, affecting the whole of the work of the Adjutant-General's office?—I do not want to make any suggestion as regards Branches A. G. 2, 3, and 4, but when I talk of "hopeless disorganisation," I mean the relations of A. G. 1 and of the various officers and clerks composing it, which I believe are quite unique.

9534. (Mr. Mather.) Was that the answer you gave to me?—I think so; that is included in the answer I gave to you.

9535. (Sir George Clarke.) The sub-divisions, in fact, work so much together, and their entire action is so important, that one of them being in a wrong state upsets them all, and you could not have a proper organisation without radically rearranging the duties throughout the Adjutant-General's office?—I want to keep to A. G. 1. I have no reason whatever for suggesting that A. G. 2, A. G. 3, 4, 5, and 6 are in want of reorganisation. I can only say that A. G. 1 wants a thorough reorganisation so that everybody may

know exactly what their work is. I may say that constantly officers from other branches, from the Ordnance Branch and from the Quartermaster-General's Branch, come to me, and particularly from the Intelligence Division, which is another house, and which does not so often come into contact with the Adjutant-General's Department; constantly officers come to me and ask me questions about posting officers and other matters which I do not deal with, and say they would naturally imagine from the War Office List that I dealt with them, but I do not.

9536. (Colonel Miles.) It is clear that you are not satisfied with the organisation of your branch?—I am not, it is clear.

9537. Do you happen to be aware that it is a trouble of old standing, and that your predecessors have found the same trouble?—I am aware of it; I have spoken to them many a time about it.

9538. And so far as you know they are very much of the same opinion as yourself?—I think we are absolutely of the same opinion.

9539. And that it has in the case of some of your predecessors even come to a crisis?—So one of them has informed me.

9540. You are the chief executive officer of A. G. 1, which I take it is the chief Executive Branch of the Adjutant-General's office, is it not?—I think it is; it certainly is the largest and most comprehensive Branch of the Adjutant-General's Department. I have explained I am only nominally chief of it.

9541. Without asking you to give an opinion as to other branches, which I think you are quite right not to do, you have, I think, over 40 clerks?—Yes.

9542. Whereas A. G. 3 have two officers and six clerks?—A. G. 3 have now three officers, and one of the clerks is dead; I do not know whether they have appointed another one.

9543. A. G. 3 then has three officers and six clerks, A. G. 4 has two officers and 10 clerks?—Yes, so it appears from the War Office list.

9544. So that, looking at it casually, it would look as if the proportion between the Branches was not very satisfactory?—I have represented that already in the paper I have submitted to the Adjutant-General.

9545. I want to make it clear that the senior clerk who works under you is not under you?—He is not under me, sometimes I do not see him the whole day.

9546. He comes to you when he decides a paper is to come to you, and he does not when he decides it is not for you?—I should not like to say that. Sometimes he sends me up heaps of papers, but I do not necessarily see him.

9547. (Chairman.) If you sent for him he would come?—Certainly he would.

9548. (Colonel Miles.) With regard to the Second Division clerks you have, they are not under you in any sense regarding their future, are they; you would not be answerable with regard to their promotion?—I am asked once a year to report on their qualifications, but I have no voice in their promotion.

9549. Would they be moved about in the office without reference to you?—Certainly.

9550. I want to take you for a moment to the question of drafts. As I understand you, the objection to handing over drafts to Army Corps Commanders relates more to the disadvantages of such a course than to its impracticability?—Yes, I think that is so.

9551. You would not say in so many words that it could not be done, but you would be inclined to say that it is not wise to do it, is that what you mean?—If a battalion in India required 200 men from its linked battalion at Aldershot, I do not see that the General Officer Commanding at Aldershot could not send 200 men to that battalion, that is what you mean, is it not?

9552. I meant rather more than that. He could also send them with the full knowledge, if it is given to him, that is now in the possession of the Drafts Committee, could he not?—Yes, I think we could lay down instructions for his guidance, except any matter affecting the composition of a draft which it would be necessary to keep confidential.

9553. Do not you think it would be an advantage and a benefit to diffuse into Army Corps in districts the

Lieut.-Col.
F. S. Robb.

20 March 1901.

very important principles upon which drafts are detailed, upon which principles really depend the successful working of the present system?—I think the more you can diffuse that knowledge the better, in fact, comparatively recently we have issued a pamphlet with that very object in view.

9554. Would not it, so to speak, drive home that pamphlet, if they had the practical working of the information to which that pamphlet points?—It would, certainly.

9555. Your fear, I take it, is that by putting out the drafts, the drafts for the foreign battalions will not be as equitably selected by the home battalions as if it were done by the War Office?—I do not think I said that. What I meant was, you will never eradicate from the units abroad the notion that they are being improperly treated. Already we constantly have complaints that drafts are inequitably selected even under our present system, and I am sure that that feeling will be accentuated if a man who was believed to be interested had absolute control over the selection of the drafts.

9556. (Mr. Mather.) But why?—I am afraid it is human nature.

9557. I had it put to me at Portsmouth, speaking to the General Officer Commanding, that one of the reasons why they would like to have the management of these drafts themselves, was because they could select the best men to go, whereas he was quite sure at the present time the best men did not go out to India or elsewhere. That was one of the complaints made to me, and one of the reasons given.

9558. (Colonel Miles.) I was President of the Drafts Committee when it was first convened, at the time of the Wantage Committee, and in some cases it was found that the home battalions had unduly suffered in the interests of the foreign battalions. Have you found that so? May I put it in other words? We have sometimes thought too much of the importance of the personnel of the foreign battalions, have we not?—I think you might as a general principle lay down that the home battalion, which is a nursery, suffers, and it is intended to suffer; you may say that the interests of the foreign battalion are paramount.

9559. That is the correct view, and we carried that to such an extreme point sometimes that we injured the home battalions, speaking of the past time, that is to say, that we called upon a regiment sometimes to send out too many men in one year, when it would have been able to recuperate and send a bigger draft, with less loss to itself, in the following year?—It is possible since then we have made some improvement—perhaps we have taken advantage of your experience in that matter. We may have improved matters by adopting only one establishment for battalions at home.

9559A. Do not you think that when in due course you come to a district you will be able to supervise drafts without assistance or supervision from the War Office?—I think the experience I have gained here would be of assistance to me in doing so.

9560. And do not you think other officers who have held similar appointments in the War Office could do the same thing?—I think possibly after an officer has had training here at the War Office he might look at it more from an Army point of view.

9561. Again, is it not a point that by doing that we shall get more to look at it from an Army point of view?—I think from the point of view of human nature that the nearer you are to the source of supply the more you are likely to sympathise with Officers Commanding units, who do not want to part with their best men, and I am sure that the units abroad would think so. I think there is a great advantage in having the power of detailing drafts removed from the source of supply as far as possible for that reason.

9562. (Sir Charles Welby.) With regard to this question of drafts, is it not broadly your position that it is vitally necessary to administer the draft system on scientific and far-seeing lines, that is to say, that you recruit on a territorial system as far as you can, and there is only a limited area for recruits to be drawn from, while it is of the utmost importance that your demand for recruits for a particular regiment should be as far as possible equal one year with another, and that there should not be heavy demands at one moment and small demands at another moment?—That question, properly speaking, is one for A.G. 2, which works with A.G. 1, and Q.M.G. 2, is the supply of drafts. It is a

question of the supply and demand of recruits, and the officer who looks after the recruiting branch in this office has all that centralised under him. He would hold the balance.

9563. But it touches very closely your work of drafts, does it not?—Yes, if A.G. 2 cannot supply the men we cannot detail the drafts.

9564. I suppose A.G. 2 is represented on the Drafts Committee, is he not?—Yes, Colonel Crutchley is on the Drafts Committee.

9465. Is it not the fact that up to the institution of the Drafts Committee a few years ago this drafting work was done on comparatively haphazard lines?—I was not here then, but I have been told it was not so carefully done as it is now.

9566. That is to say, that the drafts were told off rather from the point of view of the exigencies of the moment, without full regard being paid to the ultimate effect?—That is so; practically we never detail a draft without looking forward to the time those men will go to the reserve.

9567. And the effect of that was that very serious consequences often resulted; that is to say, a big batch of men would become due to go to the reserve at a particular moment, that the battalion would be very much depleted, and therefore a very large batch of recruits would have to be brought in to fill their places. Those recruits could not be obtained from the district in which the regiment properly recruited, and therefore, say a Devonshire regiment, or a Lancashire regiment, would have to be flooded with recruits from London or Ireland, which was destructive of the whole territorial system?—Yes, and more than that, in order to regulate that outflow of reservists as far as possible, we had to offer large bounties to men in India to extend their service.

9568. May I take it the reason why you are a little apprehensive about decentralizing this question of drafts, is the fear that an Army Corps Commander would be inclined to give rather more weight to the exigencies of the moment than to the ultimate effect of his proceedings on the battalion at a time when the battalion might have passed entirely out of his ken?—Quite so, there might be such a tendency.

9569. To pass to another branch of the subject, I understood you to say that you do not deal with officers at all in A.G. 1. Is that so?—Practically you can say that I do not, but I should have to think whether any particular questions relating to officers are dealt with. If any question relating to an officer does turn up that I deal with it is very very seldom, and it is for some particular technical reason.

9570. At all events this heading in the list of A.G. 1's functions "On posting of Officers of Artillery and Infantry units and Depôts" is absolutely misleading, is it not?—As regards myself, absolutely.

(The Secretary.) It is done by the clerks in the branch.—It is done by the Deputy Adjutant-General.

9571. (Sir Charles Welby.) Practically A.G. 1 consists of two branches, that is to say, the Deputy Adjutant-General's branch and your branch, and also a third branch, Colonel Hay?—No, Colonel Hay has no branch.

9572. But so far as he has a branch it is in A.G. 1, is it not?—No, he has to deal with A.G. 3 and A.G. 4 as well. He is an adviser to the different branches of the Adjutant-General's Department; it is entirely wrong to show him as belonging to A.G. 1.

9573. But some of his functions are shown in A.G. 1, the posting of Artillery officers to units, for instance?—Colonel Hay does not do that.

9574. So that your branch is really a branch consisting of the Deputy Adjutant-General's and your branch together?—Yes, to a certain extent that is so. But some of the work is also done by the Inspector-General of Auxiliary Forces, and the Deputy-Adjutant-General's work is not only limited to A.G. 1. It is very complicated.

9575. And you think it an advantage if those functions could be separated and sorted out?—I think so, not only to the advantage of the branch, but also to the advantage of the other branches, who are very much misled by this arrangement, and who do not understand the division.

9576. I should like for a moment to take you to the case of the Volunteers who appeared at the Queen's

funeral in irregular uniform. Is not that a question of discipline rather than a question for A.G. 1?—I think not. A great many questions in A.G. 1 eventually become discipline questions. This was a question of why they wore a wrong dress. That would not be a discipline question until it turned out that there had been a direct disobedience of orders, or if it became a serious case only. If serious notice had to be taken, then we should transfer it to A.G. 4 to take disciplinary action.

9577. Then it is part of the functions of A.G. 1 to secure that troops on parade appear in proper uniform, is it?—As a rule it would never come to us. Only if having been noticed by an officer on the Headquarters Staff that something had gone wrong, he naturally took it up.

9578. Would not the proper course, if he noticed this thing outside his immediate functions, be to draw the attention of the General Officer Commanding the District to it, and leave him to deal with it entirely?—Quite so, this was done, but there were two districts concerned in this case. The General Officer Commanding the Scottish District accepted this officer's explanation, that he had no opportunity of ascertaining what the proper dress was; the General Officer Commanding the Home District would know what opportunities that officer had on arriving in London of ascertaining what was the proper dress. Otherwise if it had been left entirely to the General Officer Commanding the Scotch District, and he had been aware of all the facts of the case, it was a matter he could perfectly well have dealt with.

9579. I suppose a possible explanation of the clerk having taken a case behind your back to the Deputy Adjutant-General would be that, in his opinion, rightly or wrongly, it was a case for the Deputy Adjutant-General to deal with rather than the officer at the head A.G. 1; that is a conceivable explanation, is it not?—I think not; heaps of papers I deal with are dealt with by the Deputy Adjutant-General. The check would see that I had dealt with it, as it was in my handwriting.

9580. Eventually?—No, any question which is brought to me which requires decision at all according to the Memorandum existing in the sub-division I take to the Deputy Adjutant-General. I am not supposed really to give a decision on any case, but if I acted absolutely up to that the work would not get on, it really means any decision on any important matter. This case having been originally taken up by me, ought not to have been taken out of my hands. What I complain of is that it is possible owing to the organisation of the branch for such incidents to occur. I think they are impossible in other branches.

9581. With regard to the disorganisation which prevails in your branch, how long was it you say you have been at the head of A.G. 1?—I have been in A.G. 1 since 1897.

9582. Have you ever brought to the notice of your superiors till within the last few weeks, the fact that there was a hopeless state of disorganisation there?—No; I have often spoken about the divided control, but it has only become recently acutely apparent, although it has existed for a long time in the way of dissatisfaction between the junior staff officers and the senior clerks; still I have never put forward any actual proposal for reorganisation until comparatively recently.

9583. Was that because no very great practical evils manifested themselves till the time of pressure resulting from the war?—I think friction in a branch always means evil, there always has been friction, and it has been of very long standing, but, undoubtedly, the recent pressure has brought out the faults of the sub-division. I have endeavoured to carry on as far as possible under existing circumstances, but the sub-division has been gradually becoming unwieldly; it is now about double the size that it was when I joined it. It has outgrown itself.

9584. But you have never thought it your duty to represent officially the evils resulting from this state of things until lately, have you?—I have never put it formally on paper until a few months ago; I have often complained, represented my anomalous position, and the previous Deputy Adjutant-General, Sir Francis Clery, who has been a good deal at the War Office, told me there always had been this difficulty between the Senior Clerks and the Junior Staff Officers, owing to the anomalous relations between them, but the faults

brought out by the recent pressure of work convince me that the existing organisation is not capable of standing the strain of a war, and that it requires thorough reconstitution.

9585. As far as you know, has Sir Francis Clery, or any Deputy Adjutant-General or Adjutant-General, till this new scheme put forward any proposal for changing the state of things?—I have not heard—I do not know.

9586. With regard to the Registry, have you any observations to make as to the way they do their work, and how it affects your branch?—I do not have much to do with the Registry. I see the result of their work, but the Clerks deal chiefly with the Registry. I say to them "draw such and such a paper" and they draw it for me, I do not have any actual dealing with them. There is nothing I know about the Registry that I could criticise, because I do not know the scope of their work.

9587. (*The Secretary.*) But you would know whether the papers which ought to come to you from the Registry are marked to another Branch, would you not?—I have not noticed anything wrong.

9588. (*Sir Charles Welby.*) Or any great delay in the letters coming to you?—There is a great delay, but I think it is more owing to the congestion of work in my own sub-division; the clerks are here late every night; they work very hard indeed.

9589. With regard to these "general miscellaneous questions" which you say constitute the chief burden on your branch, do you think it would be of assistance to you if there was a kind of central inquiry office which could deal with all miscellaneous correspondence and inquiries in the same way that C. 2 deals with Parliamentary questions?—Although C. 2 deals with Parliamentary questions they send over to us all which require a military opinion, and if you had a central bureau you would have to do the same.

9590. That is why I ask whether you think any system of that sort would be a relief to you or not. Of course, a central bureau of that sort would have to go to the various branches concerned to get the information, but it is possible they might be able to clear off a number of questions without troubling the Head Office; is it not?—You must either have a Military Inquiry Office, or you must submit the question to a Military Officer for an opinion.

9591. You say that without qualification, do you?—Yes, as to every question of a military nature, I think so.

9592. Perhaps your pet lamb case rather misled us. That was not a typical case was it?—No, I only quoted that as the most extreme case I could think of.

9593. I mean, do you get many letters on subjects which are really hardly of a military character at all?—I think not. What I particularly wish to emphasise about "miscellaneous general questions," is that they are mostly questions which could be decided without coming to the War Office at all—that they could go to the Army Corps or even in a great many cases, they could go to some one with ordinary military knowledge, but if they do come to the War Office they should be dealt with by a Staff Officer.

9594. Then is it your opinion that the true remedy is to persuade the public that it is not necessary to come to the War Office as the fountain head for everything?—Yes, exactly. If we could persuade the public to go to local people instead of coming up here, we should take out of this Office an enormous amount of unnecessary correspondence. May I give an instance which occurred recently? A local company of Volunteers was arriving from South Africa and the local Mayor wanted an Army Order issued as to arrangements for its reception, so we told him it was a purely local matter for him to adjust at the District Headquarters. A very short time after this Lord Strathcona's Horse had to be escorted from the railway station to the Docks, whereupon he asked us to provide a band, and he was again told it was a matter for local action. One would have thought that, having been told in one case that it was a local matter, he would have applied to the District Headquarters in the other case.

9595. A process of education by printed forms would not give you much trouble would it, you could have replied to both those inquiries by a printed form could you not?—I think so, if the public would only accept

*Lieut.-Col.
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20 March 1901

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20 March 1901.

them, but our experience in a very great many cases is that the public will not accept a printed form.

9596. (*Chairman.*) As regards questions of extra duty pay which really have to be decided by your Department, we understand they go now first to the Finance Department which causes needless reference. If they came to you first and your Department acted upon them, would that save these needless references?—It would quicken the work because it would be settled in one branch instead of in two.

9597. The branch which really has to settle it?—The branch which states the ground on which it is settled. Occasionally, but not often the financial people object to extra duty pay which we recommend, but the occasions are very rare, and the grounds being invariably military, I think we could practically settle any of them.

9598. If they came to you first?—If they came to us first.

9599. And you would only pass those on which you wanted some financial advice?—If there was anything very intricate. Of course the result of the present system is this, that as we rely on the financial branch to give the ultimate consent, we do not study the pay warrant particularly closely; we look upon them to study the pay warrant. If the matter was in our hands we should study it very much closer, and I daresay occasionally a transfer of clerks from the financial side to the military side would assist us in the way of having someone at our elbow with a certain amount of financial knowledge, but I do not put forward the proposal on the ground that we should do it better; it is only on the ground that we should hasten the procedure.

9600. (*Sir Charles Welby.*) Do you think it would be a distinct advantage to you if you had a branch of the Accountant-General's Office at your elbow so to speak, and in close touch with you, to which you could refer when any financial points arose?—I think not. I think that is more a question of office structure than anything else. It is our misfortune that the house is so widely separated. It is only a question of how long it takes you to go from one room to another. I am constantly over on the financial side, and they are constantly on my side. We work together quite harmoniously.

9601. You do work in close contact with them?—Yes.

9602. And you are satisfied with your relations regarding them?—Yes, perfectly. There is one more point I should like to accentuate, and it is this, that if any big scheme of decentralisation is adopted, we cannot expect uniformity, and we must not question want of uniformity. It is impossible that two Generals will run their two Army Corps exactly on similar lines, and people will find that a person doing exactly the same work as themselves in one Army Corps, is better situated than they are, and they must accept that position. If they go to an outsider and say, "Ask a question as to why this man, who is doing the same work as myself, is better situated than I am," we shall at once defeat any attempt at decentralisation.

9603. In spite of regulations, there must be such cases?—Yes, there must be any number of such cases of want of uniformity. It has this advantage, that there is a possibility of instituting comparisons.

9604. (*Mr. Mather.*) And there might be certain methods, I suppose, which one uses, which might be of advantage to the other?—Quite so.

9605. A cast-iron rigid system would not be advisable?—No, I think not, it would prevent initiative.

9606. (*Chairman.*) It has been suggested that certain work which is now done in your branch, might be with advantage transferred to the Inspector-General of Auxiliary Forces, for instance, the establishment of auxiliary forces, the arrangements for annual training and manœuvres of Volunteer Corps. That is only a transfer within the Department itself, is it not?—Yes.

9607. But as a matter of classification, would not that go better to the Inspector-General of Auxiliary Forces?—I think, naturally, it is going there. Up to a very short time ago, the Inspector-General of Auxiliary Forces, and the Inspector-General of Recruiting, were one and the same man, and there was no officer to assist in A. G. 3 at all—there was no officer

whose whole duty was given up to the auxiliary forces. Now these duties are divided up.

9608. Now that there is, you think the Auxiliary Forces ought to be put under him, do you?—Yes, provided a proper touch is kept with the officers who deal with the Regular Forces. If the present system is permanent, all the overlapping between A.G. 1 and A.G. 3 that is necessary is to ensure that the procedure as to the Auxiliary Forces is not opposed to the procedure as to the Regular Military. I think all the executive work as regards the Auxiliary Forces might be done in that way in A. G. 3, subject to that limitation. The papers would still have to come through us as a check. I think it would be of assistance in relieving this sub-division of some of the pressure, and as a matter of fact, it is gradually becoming so. As an example, at the present moment we are having a discussion between the two branches about the new establishment of the Yeomanry. There are war establishments and administrative establishments. The former are published in "War Establishments," and the latter in a circular once a year. In the Army Order dealing with the re-organisation of the Yeomanry, I have drafted the establishment according to the administrative establishment which is really what we want financial authority for. On the other hand the Auxiliary Forces Branch want to publish a "war establishment," which seems to me to be more in place in a Field Service Manual, so that we are having an argument which eventually I think will have to be settled by the Auxiliary Forces conforming themselves to the same rules as the Regular Forces.

9609. (*Mr. Beckett.*) May I ask what is the difference between the administrative establishment and the war establishment?—The administrative establishment is a very much less detailed establishment; for instance, we put so many privates in the administrative establishment, whilst we break them up in a war establishment, such as orderlies to medical officers, batmen, &c. who are really only privates detailed to particular duties. War establishments are much more in detail, but the total numbers may not differ to any appreciable extent.

9610. (*Colonel Miles.*) But that necessitates a good deal of reference to the financial side, does it not?—Yes, we cannot do anything; we cannot give a decision at all as regards establishment without financial authority.

9611. Then do not you think it would be an advantage if you had part of the Accountant-General's Branch in closer touch with you?—Do you mean to say that we should have a Vote like the Quartermaster-General's Department?

9612. Yes?—I do not know that we should gain anything by that.

9613. (*Mr. Beckett.*) I suppose in making your establishments you assume you will get the 35,000 men asked for?—You allude to Yeomanry? We are basing it on that assumption.

9614. Supposing you do not get them, will that effect much change in your financial arrangements?—Of course there will be a saving, I take it. If they take money for 35,000 men, and they only get 10,000, there will be a saving on the Vote, but all that affects A. G. 1 is the regimental establishment—and it would depend on how many of those regimental establishments should be filled up.

9615. As to the distribution of those 35,000 men, does that fall within your department?—We should have a voice in it, but it would not be actually decided by us. It would be considered also by "D" the Mobilisation branch, by A. G. 2, the Recruiting branch—barracks would hardly come in, otherwise it would come into the Quartermaster-General's Branch as well.

9616. You see it involves raising many regiments?—Yes.

9617. And I was wondering whether it fell to your Department to say by whom and where those regiments should be raised and where they would be located?—We should have a voice in it.

9618. The Inspector-General of Auxiliary Forces I suppose would have a voice?—Yes, and the Inspector-General of Recruiting, the Inspector-General of Cavalry perhaps, if they are to remain under him.

9619. At which end do you begin; do you get your recruits and then decide how you are to form your regiments, or do you form a skeleton scheme of regi-

ment, and get your recruits to fill it up?—The first thing we shall do with Yeomanry is to bring up existing regiments to the higher establishment; some of them are only two squadron regiments; they will be increased to four squadron regiments, and we shall probably not begin to raise new regiments of Yeomanry until we fill up the existing ones, which are 38 in number, I think. If they are filled up it will take up more than 20,000 men. However, if any particular county wanted to raise a regiment we should not refuse to allow it to do so within reasonable limits.

9620. (*Mr. Mather.*) You have mentioned the matter of questions put by members of Parliament in connection with military subjects. Would you prefer a plan, if it could be arranged, by which members of Parliament requiring information should communicate direct with the War Office by letter, instead of putting questions in the House of Commons?—I should think that the amount of trouble involved in answering a letter and drafting an answer to a question is very much the same. Of course as far as the political head of the War Office is concerned, he probably would prefer it to be done in that way than to have to answer questions in the House.

9621. I am asking you only to get your opinion, because it has been said that questions of a trivial nature, and frequently petitions put to the Under-Secretary in the House, enable the Under-Secretary to finish a subject at once, which is not worthy of being a subject of correspondence, and there is an end of it, whereas if application were made direct, either personally or by letter to the Department itself, without a question in the House, it might lead to a great deal of correspondence and trouble. It is a matter of two evils; you are bound to have it one way or the other, and you think, I gather, that it is better to leave it as it is?—I think as regards the majority of questions, such as those I mean which are answered by my sub-division,

it does not matter very much to us whether they are answered by letter, or by a question in the House.

9622. I thought you said one of the troubles you had was the questions in the House, and the time taken up thereby?—Quite so, but I think a letter from a Member of Parliament would take as much trouble in answering as the question.

9623. You have no suggestion to make on the matter?—No, I am afraid I cannot offer any suggestion unless we could induce them to decentralise, and go to some other authority than the Secretary of State.

(*Mr. Beckett.*) I think you would find, if it became the custom for Members of Parliament to communicate with the War Office, instead of asking a question in the House, that the questions would be reduced by one-half.

9624. (*Mr. Mather.*) It has been discussed in Parliament from time to time whether these questions might not be dealt with in some other way, but it has come to questions being more trivial, and more numerous.—You mean to say it would induce a correspondence.

9625. I thought if from your point of view the trouble of answering letters would be less than the trouble you have now in getting up an answer for the Secretary of State, or any other official, it might be that Parliament would be inclined to encourage Members obtaining information for their constituents by writing:—you see what I mean?—Yes.

9626. And I should think, if that were done, Members would not be so ready to sit down and write a note asking for information from your Department, as they are now to hand a paper to the Clerk in the House, just as the fancy strikes them?—I think the actual work to the sub-division would be exactly the same in both cases. As regards the deterrent effect on members I cannot speak.

After a short adjournment.

Colonel ALEXANDER MARIN DELAYOYE examined.

9627. (*Chairman.*) You are Assistant Military Secretary for Education, are you not?—Yes.

9628. That is to say, you are, under the Military Secretary, practically the head of military education in the War Office?—Yes, you can put it that way.

9629. There have been a good many changes in regard to the organisation in connection with military education, and at one time was there not a Director-General of Education?—Yes.

9630. Could you give us a history of the changes that have been made in the office?—Yes. When I joined the Department there was a Director-General of Military Education, and besides there were two Assistant Directors of Military Education and a Deputy Assistant-Director of Military Education.

9631. What was the relation of the Director of Military Education to the Military Secretary in those days?—The Director-General always had to refer matters to the Military Secretary for the Commander-in-Chief, and to other departments for the Secretary of State; he never had any particular authority of his own.

9632. Was his status and position greater than that which you hold as Assistant Military Secretary?—Certainly; when I joined Lieutenant-General Sir Beauchamp Walker was D.G.M.E., and he was succeeded by a full General, and they have always been senior officers of General's rank.

9633. Have you any knowledge why the change was instituted?—This present change?

9634. Yes?—It was considered that it was not absolutely necessary to have so important an officer as the Director-General of Military Education in charge of the Division.

9635. Did the change result in the head of the Department being made more dependent than he was before? Have you less power than the old Director-General of Military Education?—Certainly.

9636. You have to refer more?—I have to refer everything.

9637. What has been the effect of that upon the military educational policy?—Well, of course the last 18 months have been abnormal.

9638. Let us look at normal times?—In normal times I dare say that it might occasion—I cannot say it would occasion—more delay than it did before.

9639. Then it would not really make much difference?—No.

9640. Do you speak only of the delay occasioned by having to refer?—I may say that now as Assistant my opinion I might have, unless it coincides exactly with that of my immediate chief, might very possibly never be heard of.

9641. Unless it coincided with his opinion, or he approved of it, it might be suppressed?—Certainly.

9642. What was the practice in the old days?—The Director of Military Education gave his opinion, and there it was; it might not be carried out, but at any rate you had the opinion on paper.

9643. Had he any power of appealing from the Military Secretary to the Commander-in-Chief, or to anyone else?—The Military Secretary is supposed to answer in the name of the Commander-in-Chief, and when the Military Secretary answers, it is presumed to have been before the Commander-in-Chief.

9644. What does your work principally consist of?—The military institutions refer directly to me—the Military College, the Military Academy, the Ordnance College, the Staff College, the entrance into the Army through the Militia, in fact all entrance into the Army.

9645. It is put down on page 57?—Yes.

9646. But as regards the regulations now for the examination giving admittance into Sandhurst and Woolwich, the examination is prescribed, is it not, chiefly by the Civil Service Commission?—The Civil Service Commission examine for us, under an Order in Council, but if the military authorities considered that any change was necessary they would naturally represent it to the Civil Service Commissioners and they would carry it out.

9647. Would the Civil Service Commissioners accept and put into force the representation as matter of course, or would you discuss it?—It is quite possible that if they did not agree it would be discussed, but in all my recollection I have never found that the Civil Service Commissioners have in any way opposed any proposal of the War Office.

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20 March 1901.

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20 March 1901.

9648. You correspond with them, at least you deal with the Civil Service Commission with regard to the conditions of the examination?—Yes, for entrance through Sandhurst and Woolwich chiefly, there are a few other small examinations.

9649. Do they not deal with the competitive examination of Militia officers also?—No, not now.

9650. Who deals with that now?—I do.

9651. Entirely?—Yes.

9652. You lay down the conditions of examination?—They are laid down.

9653. You advise upon them; they are laid down eventually on the authority of the Commander-in-Chief or the Secretary of State?—Of the Secretary of State, on the recommendation of the Commander-in-Chief.

9654. Do you appoint the people who examine?—Yes.

9655. It is through you that the question of the examination of University candidates is settled also?—Yes.

9656. And similarly the examination of officers in Militia and Yeomanry in tactics?—All that is under me.

9657. Do you think the change in the Department—the conversion of the Director of Military Education into the Assistant Military Secretary—has worked well in the cause of military education?—I do not think it has made any difference. As I say, from the moment it was started, times became abnormal; no sooner had I become Assistant Military Secretary than war was declared, so that it has not had a fair trial.

9658. (*Sir George Clarke.*) Do you not regard the question of military education of officers and men as a very important matter with regard to the interests of the Army at large?—I should say it was about the most important matter.

9659. Do you regard the evident weakening of the Educational Department as an evil which must affect those interests?—You see, what I have just said does not tend to prove that there has been a weakening.

9660. But it would follow, would it not, from the lowering of the rank and status of the head of the Education Department, that the influence which that Department wielded now must be less than formerly?—Yes, it would; as I said before, unless the assistant's views tally with those of his chief, the assistant's views will go to the wall.

9661. And when there was a Lieutenant-General at the head of the Education Department he had much better opportunities for enforcing his views on matters of military education than you now have?—Certainly.

9662. Do you deal direct with the Commander-in-Chief about any matters, or do you only deal with the Military Secretary?—I deal with the Military Secretary.

9663. The effect of this change was, apart from the weakening of the Department as a whole, a division of education into two parts, that of officers and men?—Yes.

9664. The officers going to the Military Secretary and the men going to the Adjutant-General?—Yes.

9665. Do you think that separation of education into two halves under two perfectly distinct branches of the War Office was a good thing?—No, I do not, and I do not think it was intended at first.

9666. Could you say how the separation of military education into two parts came about?—The Adjutant-General considered that the education of the soldier and the soldier's children should be under him.

9667. Is there any logical basis for that, considering that the education of officers must also be a part of the general training of the Army, which forms part of the duties of the Adjutant-General?—Well, you see, the actual educational part of the education of the officer never has been under the Adjutant-General to the best of my recollection, and that goes back some time.

9668. When training was definitely assigned to the Adjutant-General, it would have been more logical to have included the training of officers as well as men?—The training, either of officers or men, is really quite a different thing from the education—the school work of the two.

9669. But the after training, the military training of the officers and the men must to some extent—?—

They are both under the Adjutant-General now; the field training, and all questions referring to examinations for promotion, and for the testing of Field Officers, and all that, would naturally be referred by whoever was head of Military Education to the Adjutant-General.

9670. Then, when you are dealing with this sort of subject now, do you deal with the Adjutant-General?—In dealing with them now I should pass them to the Military Secretary, and he would send them to the Adjutant-General.

9671. There is nothing laid down about that; that would be an accident?—It would not be an accident, because it would be simply carrying out the rules which have been going on for years. You might look upon field training, and all that sort of thing, as drill, which naturally is under the Adjutant-General.

9672. But the training of the Army as a whole must depend to a considerable extent, must it not, upon the education of the officer?—Certainly.

9673. And the view that the officer will take of his duties in relation to the training of the Army afterwards, will largely depend on the education with which you fit him out with when he starts?—Certainly.

9674. And, therefore, the question of military education of officers has a very important bearing upon the training of the Army at large?—Yes.

9675. I understand that you are strongly of opinion that homogeneity and power were lost to some extent by the separation which occurred?—Yes.

9676. Could you decide anything of yourself, or do you have to refer almost everything to somebody else?—Latterly, owing to the enormous pressure of work which has fallen on the Military Secretary, I have had a comparatively free hand, but I should say that in the piping times of peace I should have to refer everything, and would not be able to decide any matter myself; I mean that, of course, I would decide a minor point, which naturally all assistants can do, but any real point I should not be able to decide.

9677. (*Mr. Mather.*) For instance, what do you call a real point?—Any alteration of a regulation in regard to entry into the Army.

9678. Do you mean any change in the quality of the education or the curriculum necessary?—I should not be able to decide that certainly.

9679. That is what you would call a large point?—Yes.

9680. (*Sir George Clarke.*) In normal times you are of opinion that you would not have any real responsibility for anything?—No, certainly not, no assistant has any real responsibility.

9681. Presumably the Director-General when he was a Lieutenant-General had some responsibility?—Yes.

9682. So that the incidence of responsibility has been changed by the abolition of the Director-General?—Yes.

9683. In dealing with other departments, or rather with the Military Secretary, do you deal with him by minutes or by conference?—Whenever possible I see him.

9684. But I suppose there is a considerable amount of minute writing?—Well, that is avoided as much as possible.

9685. Is it not the case that there is now more difficulty and more delay in getting questions connected with military education settled than there used to be in the days of the Director-General?—That I should say would probably be owing to the abnormal conditions; I do not see why there need be any more delay in getting a question settled under the one than under the other, but I think the Military Secretary has as much as any one man can do of his own work.

9686. (*Sir Charles Wolley.*) Under the present abnormal conditions or at all times?—At all times.

9687. (*Sir George Clarke.*) But there must have been more motive power in the Education Department in the old days than there is now?—I am not so sure of that. I think there is a good deal of motive power at present, judging from what is going on now. There are all sorts of questions pending now.

9688. Power of initiation, perhaps, but not power of settling or taking action?—Are you referring to me?

9689. To the Department generally?—No. As I say, just now of course there is delay, and that is in consequence of the extraordinary circumstances.

9690. When the Director-General existed and was a Lieutenant-General, had he to deal both with the Military Secretary and with the Adjutant-General, or could he go direct to the Commander-in-Chief?—He could go direct to the Commander-in-Chief.

9691. Whereas you now have not got direct access to the Commander-in-Chief?—I should not go to the Commander-in-Chief without speaking to the Military Secretary first; I do not think it would be right.

9692. You have got only military clerks in your Department?—I have got a civilian; my chief clerk is one of the Higher Grade of the Second Division.

9693. Do you find military clerks satisfactory from your point of view?—From my own experience no. I have got one man who is a Warrant Officer—a Staff Sergeant Major—and I was very fortunate in getting him, he was very well known to all staff officers down at Aldershot, and he is an excellent man, just as good as my chief clerk, I should say, but he is one in a hundred. The others are perfectly incapable of writing a letter from a minute; if you ask them a question the chances are that they will answer it wrong, and from my experience they are really of very little value. They certainly have a knowledge of discipline, they are exceedingly reticent, and I have no fault to find with them in that way, but what you would expect of an intelligent clerk you do not get. Another thing is that when you have succeeded in educating a man up to being of some value it is to his interest to leave you and to go away, in order to get his promotion somewhere else, so that you are always teaching them, and as soon as they are of some value away they go.

9694. Do you select your own military clerks?—No, I apply for a clerk and pray that he may be able to write a legible and good hand, and I get one sent to me.

9695. (*The Secretary.*) Surely it is not enough for you that he should write a good hand?—Of course it is not.

9696. Do you not pray for anything more than that?—Yes, but look how much you pray for and do not get.

9697. (*Chairman.*) You are agreeably satisfied if he has got a legible handwriting?—I am obliged to be.

9698. (*Mr. Mather.*) To whom do you pray on appeal?—I pray on appeal to the Quartermaster-General.

9699. (*Sir George Clarke.*) You think that the Army might supply the kind of a clerk you require if you could select him yourself?—I would not be able to select him; I have no knowledge of them. If I get a remarkably bad one I can turn him away at once, and say that he is perfectly useless, and they would send me another, but that all means continual change and trouble.

9700. But there are men in the Army at present who probably would be fitted to carry out your work if you could get hold of them?—Certainly, if I could get hold of men like Skeats; and I could put my hand upon some others in the War Office who are very excellent men.

9701. As regards reticence you find the military clerks perfectly satisfactory?—Perfectly; there is a great deal of confidential work naturally in my Department, and I have never in all my experience been able to trace anything wrong to one of them.

9702. (*Colonel Miles.*) I should like rather to understand the change that has taken place. The duties were originally performed by the D.G.M.E., and are now divided between the Military Secretary and the Adjutant-General?—Yes.

9703. The position is not substantially altered. You are now under the Military Secretary more directly instead of being under —?—Under the Director-General.

9704. And the same class of papers and the same work falls to you now as then?—On, no, because they all fall to me now, whereas a good many fell to the Director-General. I am single-handed, and I do the work now of the Director-General, the Assistant-Director, and Deputy Assistant-Director.

9705. But you are head now, and instead of having a direct head, who devoted himself entirely to education, you have one if not two heads?—Well, I have one head.

9706. You had one head, the D.G.M.E.?—Yes, the Military Secretary is my chief, but there are, of course, matters which the Adjutant-General touches upon.

9707. The education of the soldier, which is the Army Schools Department, under Colonel Jones, is now placed in the Adjutant-General's Department?—Yes, A.G. 5.

9708. And the education of the officer was intended originally to be dealt with by the Military Secretary?—And is so now.

9709. There is a proposal, is there not, to hand over part of the education of the officer to the Adjutant-General?—Not that I have heard.

9710. Is not the point really this: whether in normal times these two high officers, the Adjutant-General and the Military Secretary, can devote sufficient time to the technical questions which arise with reference to education, such as the syllabus for examination and the limits of age?—No, I do not think they can. I do not think they have time, and they never had. The Director-General used to devote his attention to those things, and when he had mastered the subject he would go to the Adjutant-General or to the Military Secretary for the Commander-in-Chief, and give them the exact point and say, "Now then, will you approve."

9711. You say it is doubtful whether these functionaries have the time to devote to these questions which do require careful study?—I do not think under any circumstances, certainly in future, they would be able to devote much time. They do their best, I have no doubt, but I think it is too much to expect of them.

9712. Take the institution which I have the honour to be Commandant of: I am partly under the Military Secretary and also partly under the Adjutant-General?—Yes.

9713. I think I am shown in the War Office List under both of them?—Yes. With regard to the Staff College, all that the Military Secretary has to do is to examine the officers, and when they are in the college any communications are addressed by you to the Military Secretary, but the applications for entry into the Staff College all go to the Adjutant-General; I never could quite understand why, but it has always been so. There is no reason why the department or the Division that examines these officers should not enquire into the conditions that the Commanding Officer sends in, because you cannot prevent an officer from going up for the Staff College if he fulfils the conditions. Therefore, all that need be done is for them all to apply to one person, whoever is looking after education, who if there is any necessity would pass it to whoever is concerned, and ask if he may come in or not. That division of the arrangement for the Staff College is confusing, certainly; men come to me and ask me different points, and I say, "You had better go and see "A.G. 4, who deals with that, until you have got into "the college I cannot do anything with you."

9714. Take a question like the syllabus of examination for educational subjects, are they entirely dealt with by the Military Secretary?—Yes, but he would probably consult with the Adjutant-General.

9715. It would very likely come under the Adjutant-General?—I have no doubt it would be referred to him.

9716. (*Sir George Clarke.*) As regards this bifurcation from outside establishments, when their papers come of questions coming to the War Office, that would also apply to the Sandhurst College to some extent, and also to the Ordnance College at Woolwich?—It would apply to the Ordnance College, but not to Sandhurst. We have absolutely nothing to do with the boy until he becomes a cadet: the Civil Service Commissioners examine him, and they send us a list of the successful candidates, and then I take them in hand and deal with them, but the names sent in to attend the examination, inquiry into character, and all that, has been handed over to the Civil Service Commissioners.

9717. And as regards any proposals from a college for a change in the details of the entrance examination, who would deal with such a question as that?—One of our colleges?

9718. Yes, a military college: in the case of an alteration in the terms and details of the entrance examination, who would deal with such a question?—That must come here; that would be referred to the War Office, and then the War Office would, if it

Col. A. M. Delavoye.

30 March 1901.

Col. A. M.
Delavoye.

20 March 1901.

considered it necessary, communicate with the Civil Service Commissioners.

9719. The War Office being whom?—The War Office being whoever is in charge of education.

9720. Your office?—Yes.

9721. Having consulted and threshed the matter out with the Military Secretary, and possibly with the Adjutant-General?—The question would come, and then it would be referred to the Military Secretary, the Adjutant-General, or whoever it was considered necessary to consult, and then I should be told to communicate with the Civil Service Commissioners.

9722. May I take it your time is very fully occupied now by the plurality of offices which have devolved upon you?—My time is fully occupied, but there is nothing that I cannot do.

9723. But you think that at the present time there is no one who has time for thinking out and studying questions of military education?—I will not say that. At the present moment I should think that it must be pressing upon their time very much to have to do it; but there is no doubt about it that they do it and that it is done.

9724. That means that important questions of principle in military education have to be sandwiched in with the other work of people who have already a great deal to do?—Oh, yes.

9725. (*Sir Charles Welby.*) As regards your position as head of that branch of military education which concerns itself with officers, your relations to the Military Secretary now are practically the same as your relations were to the Director-General of Military Education, when there was such an office?—Yes.

9726. That is to say, the two offices have really been combined in one person, and the Military Secretary is practically Director-General of Military Education now, as far as officers are concerned?—Yes.

9727. As the head of the officer's branch of military education, you had no more power under the old system to settle matters off your own bat than you have now?—No, less I should say.

9728. That is to say, you refer now to the Military Secretary exactly the same points which you previously referred to the Director-General of Military Education, or rather fewer?—No, I refer now to the Military Secretary what was referred to the Director-General.

9729. Do you settle for yourself questions which under the old system you referred to the Director-General and which he settled?—Yes.

9730. And, therefore, to that extent, his abolition has not produced a multiplication of procedure, but elimination of one stage in the discussion?—Yes, it has.

9731. Should you say that the Director-General of Military Education, when he existed, in normal times was fully occupied?—Certainly not.

9732. Would it not be fair to say that the great mass of the work of the Department was carried out by you as regards officers, and by Colonel Jones as regards men, and that the Director-General was, after all, little more than a very imposing but rather expensive figurehead?—Well, that was the view we took of it when Sir Coleridge Grove and I went into the matter.

9733. That aspect of the case might be modified in the first case by the extra pressure due to the war, to the increase of the Army generally, and to the fact that there is at least a possibility that military education may be treated more seriously in the future than it has been in the past?—Well, I will not admit that it has not been seriously treated in the past.

9734. I will not say seriously, but treated from a broader point of view?—I mean military education has been touched upon so continually, and so many changes have been made in it in one way and another that I cannot say that it has been in any way neglected or overlooked.

9735. Do you think that if the Director-General of military education were re-established now he would be fully occupied with the work of his department, or that he would still be, as I think you said yourself he was in the past, a rather lightly burdened official?—He would not have more actual work to do, you see, so long as the office was constituted as it was; naturally his two assistants took all the laborious part of the work

off his shoulders, but the points connected with education, and references that are made, and all that, would occupy his attention; although I cannot say that he would break down under the strain.

9736. (*Mr. Beckett.*) Are you satisfied that the present system produces the best possible results as regards the military training and education?—Do you mean coming into the service?

9737. Yes?—No. We get a certain number of lads into the Army through colleges, where they are supposed to get a sound education in those subjects which are to be of use to them in their after-career, and I think that those colleges, with certain modifications, which I believe are going to be looked into, will, and most certainly ought to, produce a very good article indeed. Another way we have of getting young officers is by passing them through the Militia, and when you offer a small number of commissions and you have a large number of candidates, there is no doubt about it that the successful men are theoretically very well up, but they are theoretically well up only in the military subjects, and I cannot say they are well up in the subjects of general education; I should say they are very badly up in them.

9738. And as regards the training of officers after they have entered the Service, what do you say?—That is entirely, as I said before, an Adjutant-General's question.

9739. I thought the Adjutant-General only concerned himself with the training of the men?—No—and officers.

9740. (*The Secretary.*) As regards examination for promotion in the Army?—That comes under me—examination of them only. There is no doubt about it that in the last 20 or 30 years there has been an enormous improvement, it is impossible to say the improvement. When I joined the Service nobody ever dreamt of looking at a military book, and certainly if you opened your mouth about anything connected with your profession you were looked upon as an unnatural creature.

9741. (*Mr. Beckett.*) And as regards the authority exercised by your department over the training of the officers, you think the present arrangement of business is quite satisfactory?—I think so; I do not see how any Director-General, or anything you like to call him, could interfere with the present system of training of officers; that goes into the autumn manœuvres and the work at camps, like Aldershot; he might suggest anything, and, of course, he can now, but I do not think you could make any improvement in that way. There is only one thing, I should like, if possible, to make these promotion examinations a little less cumbersome.

9742. But it does not rest with your department to decide what form they are to take—these promotions?—No, but I can initiate it and put it forward and suggest.

9743. Would you have to suggest to the Adjutant-General, or to whom?—I should suggest, of course, to my immediate chief, and he would pass it to the Adjutant-General.

9744. (*Mr. Mather.*) You are, I suppose, entrusted with the duty and authority of drawing up changes in the curricula of the various examinations under which you pass these officers from time to time?—Yes.

9745. You have liberty to make suggestions and alterations?—Certainly; I have full liberty to make suggestions.

9746. And to make the alterations?—If approved.

9747. Without reference?—Oh, no; I say, if approved I may make the alterations.

9748. Under those circumstances do you find approval difficult to obtain, or is it usually granted to you on request?—It is always granted to me if, as I said before, my views entirely tally with the person whose approval I am seeking.

9749. I want to know how far your expert professional knowledge as the chief educator of the Army, for that is what you are really in other language?—It is a very proud title.

9750. There is no one superior to you as an expert?—I should know something about it; I have been a good many years at it.

9751. You are really the chief educator, so far as passing the officers through examinations is concerned;

you perform the work, and there is no one above you in that respect?—Yes, I perform the work.

9752. If you require alterations to be made in the systems of examination for the various branches of the Service, you are responsible for putting those alterations into form, and no one, as a rule, I presume, disputes your suggestion, but it is at once acceded to?—Well, I should say that in probably six cases out of ten I should have my way, and in four I should not.

9753. And that decision as to the four—the rejection of the four—would be delivered by someone who was not an expert on educational matters?—It would be delivered by somebody to whom I would naturally be obliged to bow as my military superior.

9754. Your immediate superior is charged with many other duties besides that of education?—Certainly.

9755. Whereas you are entirely devoted to education?—Yes.

9756. And from that point of view the decision as to what ought to be done so far as education is concerned, naturally ought to rest with you?—I do not want to appear conceited, but I think my opinion should influence the decision.

9757. It is a mere matter of common sense if you are in charge of the education of the Army.—But pardon me; I am not in charge of the education of the Army.

9758. If you are not charged with the education of the Army, who is?—The Military Secretary.

9759. He is nominally charged with it, but the whole of the work is done by you?—Very well.

9760. I wish to bring out the anomaly of the situation. Have you anything to suggest to the Committee in the direction of making an alteration in your own responsibility and your own position?—No, I would rather not.

9761. As the educator of the Army, I mean?—No, I would rather not; I am bound to say that my views are listened to, and every attention is paid me; as I say, I have absolutely no difficulties whatever, and I am not sure whether, if they were to bring in a bigger man into the business, they would pay any more attention to him than they do to me.

9762. I am far from suggesting anything of that kind; I suggest only that you should be responsible, being the man who has to perform the service; you are the educational expert for the Army, whether you like the title or not; you are the military educationist of the Army, charged with the very serious duty of making the British Army, so far as its intelligence is concerned, equal to any Army in the world. Have you anything to suggest in the direction of obtaining more power or responsibility or authority than you possess at present, for the sake of education?—No, I would rather leave that to the Committee to suggest, if they want to suggest anything.

9763. The Army, for its officers, looking to the future cost, depends entirely upon cadets applying for admission to the Military Colleges?—I am sorry to say that in the future we shall have to consider how to obtain at least 1,000 per annum what we call first appointments; the Military College, as now constituted, only gives us with one year's course 230 per annum, because the balance of 70 goes to India. The Academy have now got packed as tight as they possibly can; they are very

badly packed, but there are 302 cadets in the Academy now, and I think that would possibly, with the assistance of a few from the Militia, supply our wants, but certainly not for infantry and cavalry without going to the Militia for a far larger number than I think we ought.

9764. Is that in consequence of the want of accommodation in the colleges?—Yes.

9765. If you had more colleges you could get more cadets?—I do not think you want more colleges; you want a re-arrangement of the accommodation. I do not think you want to go in very much for building.

9766. That is not a point I care much about; I understand your reply to my question has taken the form of having in your mind the accommodation for the training of cadets rather than the number of cadets that come up to be trained?—Yes.

9767. Is there any lack of cadets coming up to be trained?—None whatever.

9768. Therefore from that source from which they come you can get any number the Army may require?—Certainly.

9769. Would you kindly say in what condition of education the cadets as a rule come up to you?—Very good indeed; they are only admitted after a very stiff competition, and consequently they come into our hands very well equipped for what we have to do with them afterwards.

9770. Therefore you can take these youths straight away into the curriculum of your college without any preparation on general subjects?—Yes, they have had all that, and we could not prepare them afterwards; after they get into the college we take them on to their military subjects.

9771. And therefore there is no change required on account of the incompetency of any of these cadets to take hold of your military subjects?—No.

9772. As a rule the majority come from the public schools, I suppose?—Yes.

9773. (*Sir George Clarke.*) Might I sum up the general effect of the changes in your department by saying that there was some focussing of military education as a whole in the previous days, and that there is no focussing of military education as a whole now?—Not as a whole, because it is divided into two.

9774. That is the main effect of the change?—That is the main effect of the change.

9775. One other question on a different matter: do you think that the one year's course at Sandhurst is sufficient for the preparatory training of the Infantry and Cavalry officers of the present day?—No, I should like to see it 18 months, and that is going to be considered.

9776. (*Sir Charles Welby.*) Is there, in your opinion, any essential connection between the education of officers and the education of men which makes it a drawback that those two should be separated and administered by different officers?—None.

9777. (*Mr. Mather.*) Is there any training in the colleges in military account keeping?—Yes, at the military college.

9778. You have had complaints made about company officers?—Yes. I cannot say that they join their battalions in any way safe against the depredation of the Pay Sergeant.

The witness withdrew.

Lieutenant-Colonel JOHN STEVEN COWANS, examined.

9779. (*Sir George Clarke.*) You are head of the Transport sub-division of the Quartermaster-General's Department?—Yes.

9780. And your duties consist in dealing with papers relating to the roster of troops going on foreign service and stationed at home and abroad?—Yes.

9781. So that you keep a register of relief for the army abroad?—Yes.

9782. And you also superintend the movements, embarkations, and disembarkations of troops?—Yes.

9783. Is it possible to decentralise any part of that work by simply ordering embarkations to be managed entirely by the General Officers Commanding the

District where the embarkations take place?—No, I do not think it would be possible; I do not think you could decentralise any of the work connected with embarkations.

9784. Your function of course would be to make an arrangement with the Admiralty for the provision of a transport, and that having been done, and the embarkation having to take place, say, in the Southern District, could not the General Commanding that District make all the other arrangements concerned?—Not without his being really a fifth wheel to the coach; all the detail would have to go through his office from the War Office, and he would have to give it to the various districts or army corps again.

Lieut.-Col.
J. S. Cowans.

20 March 1901.

*Lieut.-Col.
J. S. Cowans.*
30 March 1901.

9785. And you think all those duties must remain centralised in the War Office?—I am perfectly certain of it, if it is to be properly carried out, as regards embarkations.

9786. Another duty of your branch is conveyance of stores at home and abroad; what does that mean?—We have an officer D.A.A.G. Transport at Woolwich whose office is really part of the Quartermaster-General's Department (whose name does not appear in the War Office list to which you are referring), but who practically does the movements of stores at home by War Department vessels and by rail too, and we also have an officer, Colonel Beckett, at the Admiralty (temporarily appointed) who deals with and systematises all the despatch of stores for South Africa and stations abroad.

9787. That also you think must remain centralised in the War Office?—I am sure it must, because we are in the best position to decide to which stores, ammunition &c. priority is to be given in all allotments to ships.

9788. "Consideration of travelling expenses and allowances": what consideration does your branch give to those travelling expenses? Do you give financial consideration?—Yes, we do where there are any special military circumstances connected with any case; we do not deal with a very great many of those, because much of that has been decentralised already.

9789. You propose annual estimates for the above services?—Yes.

9790. With regard to travelling expenses and allowances, do you express a military opinion upon them?—That is so, when the Finance Branch refer to us.

9791. A military opinion upon whether those allowances are justified or not?—Exactly.

9792. And they would be the deciding body as to whether the thing should be disallowed or not?—Yes, in a way, that is to say their opinion would guide allowance or disallowance.

9793. (*The Secretary.*) The Financial Branch would not decide?—No, not exactly, we would say whether it was justifiable or not, and they would allow or not as the case would be; there is no decision about it by Finance Branch—we consider the matter in conjunction with them, and invariably deal with appeals.

9794. (*Sir George Clarke.*) The decision does not rest with the Financial Branch?—The ultimate payment does, but not the decision.

9795. The decision is taken by you?—Yes.

9796. (*Chairman.*) You are merely passing a Bill for payment then?—Yes, a civilian member dealing with it might possibly not know whether it was a justifiable charge, or not.

9797. And he would take your opinion?—Yes.

9798. (*Sir George Clarke.*) Then there is the preparation of annual estimates, that means you have a vote of your own?—Yes.

9799. And you estimate under the Transport Votes for the the probable requirements of the year?—For all the movements of the troops, stores, &c.

9800. Does your branch administer that vote when once it has been settled?—Yes, we are not interfered with in any way.

9801. Do you keep all the accounts of that vote yourself?—No, we do not actually do that; we give all the orders for the moves, &c., and keep within the limit of our vote, unless there are any special moves or anything decided upon after the estimates are framed. If such additional items are necessary from a military point of view, we then consult our Finance Branch.

9802. The accounts are kept for you?—Yes.

9803. So that you have to apply to another department if you want to know how your vote stands at any moment?—Yes.

9804. Then there is railway work in connection with mobilisation: what is that?—It is rather in the air at present; there has been but little done in connexion with that yet, pending a settled disposition of the Forces for Home Defence.

9805. As regards the working of your office, your staff is purely civil, is it not?—Yes, purely.

9806. Is it work which is better done by civil clerks?—Infinitely better by civil clerks, I think; there is a great amount of confidential work which could not be,

or should not be, done by military clerks; for instance, with regard to the question of movements of regiments and so on, it would be very undesirable if military clerks had anything to do with it, as it is apt to get out.

9807. Do you in these matters deal directly with the Quartermaster-General?—Yes.

9808. Bringing up to him such papers as you think proper?—Yes.

9809. Under you you have an acting principal?—No, Mr. Wyatt is now acting principal to the Quartermaster-General's branch; the first man that you see on that list is Mr. Welch, and I have no one but him at the head of the branch.

9810. You have no one higher than a Second Division clerk?—That is so.

9811. And you think it best to do the clerical work of your office entirely by second division clerks?—No, I think there ought to be someone at the head of it, and we have constantly pressed to get one of higher rank.

9812. Should that be an officer or an Upper Division clerk?—I do not think it would want an Upper Division clerk even, a capable staff clerk might suffice, and I think an Upper Division clerk would be rather wasted.

9813. Is the work of your sub-division very heavy?—Yes, very; we have always worked overtime since long before the war began.

9814. As so much of the work is purely military work, has not most of it to be brought up for your personal consideration?—A great deal of it, except just the straightforward work, for instance, if there is no question about an officer's passage, e.g., if the Adjutant-General asks us to provide a passage, and it is perfectly straightforward, orders are issued by means of a printed letter.

9815. Most of the work is of a kind which you could not entrust to a Second Division Clerk to dispose of without bringing it up for your own consideration?—No, I do not think you could, because decisions affecting Military Officers, or on Military points, should be considered by a Staff Officer.

9816. Do you find much overlapping of your duties with the Adjutant-General's Department?—Not overlapping, but we work a great deal in with A.G. 1.

9817. (*Colonel Miles.*) You are a member of the Drafts Committee?—Yes.

9818. You work drafts with A. G. 1?—Yes; that is what I was referring to just now.

9819. Do you think that drafts could be more decentralised than at present?—I do not; naturally drafts have to be detailed with regard to whether they are going to Colonies, or with regard to the ultimate destination of a battalion, for instance, a battalion going from a colony to a colony would have a different category of draft to one going from a colony to India and *vice versa*.

9820. And that information you think could not be centred in the Home Battalion, information both with regard to the Foreign Battalion and the Depot?—The orders from here would have to go about the category of each draft.

9821. Yes, but those instructions could go from time to time?—Practically that is what is done now; we detail so many men of a certain year.

9822. But there are a great many references back to you from districts where those categories cannot be properly carried out—not to you but to A. G. 1?—I believe there are a certain number.

9823. And it would save that? With regard to moves, all moves of units in Great Britain are carried out by you?—No; only moves of units from one district to another are.

9824. But moves within a district?—Are carried out by the district.

9825. If we go to larger Army Corps Districts, that process could, of course, be extended to the Army Corps Districts?—Unless it affected Ireland in any way.

9826. Presuming Ireland were a separate Army Corps District, it would be as now; it already carries out its moves between districts without reference to you?—Yes, but, as you know, the moves which take

place every year are arranged in a series, so that if a district moved one battalion it would necessitate the move of probably five or six battalions in that series, and a move of a battalion to Ireland would probably start a series of moves in that command.

9827. But the intermoves in Ireland are not done by you?—No.

9828. The reliefs for Ireland are carried out by you, so many battalions to go, and so many to come?—Yes.

9829. But the inter-Ireland moves are carried out by the Commander of the Forces there?—Yes.

9830. And that same process might be adopted in the new Army Corps Districts?—Yes.

9831. And you might even be able to go a step further and let Army Corps arrange moves between one district and another?—Yes, if they were initiated from here so as to complete a series of moves. That is done now very much (for instance as regards Militia units); we very often tell a district to move a battalion from one district to another, and they make the whole arrangements. We simply say what railways and what systems they are to use, and they carry out the move.

9832. You are more and more tending to decentralise moves?—Yes, after the last Decentralisation Committee we could do little more; there are one or two things I could suggest, but the bulk of the work had been decentralised long before the appointment of the above Committee.

9833. With regard to moves of individuals, what rules hold good?—Orders are issued from this office (Q.M.G. 2) only for embarkations.

9834. You have a certain amount of correspondence with regard to travelling allowances and passage cases?—Yes.

9835. A passage case is where an officer has to go abroad?—Quite.

9836. It may be at the public expense, or for certain reasons, at his own expense?—Yes.

9837. In the cases which arise with regard to passage cases and travelling allowances, do you have much correspondence with the Finance branch?—No, comparatively speaking very little; most cases are generally quite straightforward, and there is not a great number of successors' passages, or cases where there has been a transfer, &c., thus necessitating financial consideration.

9838. It is exceptional to have difficult passage cases?—We very seldom have them.

9839. I have seen cases where we had sometimes to go to the Treasury?—We have referred none to the Treasury for years.

9340. Are you speaking of the exceptional time which has occurred during the war, or before the war did you find there were many?—There have been many more of them since the war began, because there have been transfers from India and elsewhere to South Africa, and there is the question of who is to pay the successor's passage, but we have had very little correspondence, comparatively, about it, with the financial branches.

9841. At present you are in charge of the Vote, are you not?—Yes.

9842. The Vote is Vote 6?—Yes.

9843. That is the whole Vote for Movements?—Yes.

9844. The amount allotted for travelling allowances is not a large sum. Do you know what it is?—I have got the average expenditure in my papers with me.

9845. I think it is about 80,000*l.* Do you not find that it is a troublesome vote to administer? It is a vote on which a good deal of correspondence arises in one way or another?—I suppose it is.

9846. I mean in proportion to its small amount?—No, not abnormal. The average expenditure on the whole is about 800,000*l.* a year.

9847. Vote 6A 2 is the actual travelling for individuals. (The Secretary.) It is about 50,000*l.* to 60,000*l.* in normal years?—Yes.

9848. (Colonel Miles.) It is upon that item that all travelling claims for individuals are paid?—Yes.

9849. Although you are administering the Vote, you do not see the accounts?—No.

9850. If you order a certain move of troops, you do not know what it costs unless you go down and look at the accounts in F. 5?—We get it made up once a month, showing expenditure under all subheads.

9851. But you do not see the individual cost of an individual service?—No.

9852. You, the Ordering Department, are entirely dislocated from the Paying Department?—Yes; we estimate of course for all expenditure.

9853. But you do not see the actual result of your operations?—No, till we ask for it; we can always have it on asking, and do have it for estimating purposes from time to time.

9854. But it does not come under your usual cognisance?—No.

9855. (Mr. Beckett.) I suppose you get to know how far the result corresponds with your estimate?—Yes.

9856. (Chairman.) You can always ask and get it?—Yes, and we very often do.

9857. (Colonel Miles.) With regard to a service you might think expensive, you would not know what it cost unless you saw the exact amount, and it might not accord with the Estimate?—We know to within a very small amount, because the Estimates are as a rule drawn up in conjunction with our Finance Branch.

9858. But I mean the individual detail which goes to form the Estimate, such as the movement of one regiment from one place to another?—We never see that ordinarily.

9859. It might be such a service that were it brought to your notice, you might be able to produce economy?—No, in every move of every regiment we go into the cost in our Annual Estimates most carefully.

9860. But you do not see the actual bill when it comes in?—No, but we know whether it is an expensive move, or whether it is an inexpensive one; we know within a very few pounds what it does cost.

9861. Do you not think it would be an advantage if the branch seeing the accounts were in close connexion with you?—I think they are in as close connexion as they could be.

9862. That it should actually form a branch of your office?—Even if there was anybody in Q.M.G. 2., I do not think we could work any quicker, because one of the members of F. 5 comes over every day, or we go over to them every day, we have never had any difficulty whatever with them, or any delay.

9863. You are in favour of civilian clerks?—Yes, for my branch, I do not say throughout the office.

9864. Do you attach any importance to the argument that it is desirable to keep the moves of units confidential?—Yes, I do; I think there is an immense amount of struggling to get what units consider particularly good stations, and I think it would be very undesirable that they should get out. Someone has to go to a not very pleasant place occasionally, and they ought to take them in turn.

9865. That is at present within the Quartermaster-General's arrangement?—Yes.

9866. How does the question of the civilian or military clerk affect that?—I think if you had a military clerk, he would probably be corresponding or talking about the move outside the office, and might easily work it round in some way, whereas it is of no real importance to a civilian where or when any regiment moves.

9867. Do you mean bring undue influence?—Not quite, but they might bring indirect influence that the move should take place at an inconvenient moment with regard to one's plans. As a matter of fact, I keep all the moves to myself; I always look them up directly they are made out, and they have not got out during the last two years.

9868. (Sir George Clarke.) You have only got eight clerks?—Yes, but three clerks are employed temporarily and there are two writers.

9869. And if those were eight soldiers, their friends in the Service spread over the British Army must be very few in number, and it must be only quite occasionally that they would have a friend in a battalion who was going to be sent abroad?—May be, but I think the Second Division Clerk is infinitely superior to anything you will find in a regiment; in brigade or district offices I have met very few who would come up to any of the clerks here.

Lieut.-Col.
J. S. Cowans.
20 March 1901.

Lieut.-Col.
J. S. Cowans.

20 March 1901.

9870. You put it on the question of education as much as on the question of confidence?—Yes; the same number of military clerks could not have done the work in the last year that these men have done, it is quite impossible.

9871. (*Sir Charles Welby.*) We may take it on the whole as regards the administration of your Vote, that you are satisfied with your present relations with the Finance Department?—Absolutely.

9872. One question about the Registry: Are you satisfied with the way that the Registry does its work as far as it affects you? Should you say, that on the whole, it distributes the correspondence without undue delay, and distributes it correctly as a rule to the right department?—Yes, as a rule, certainly; there have been some difficulties lately by an office order that papers that have not been dealt with in a branch are not to be given to that branch.

9873. You mean that the discretion of an officer to call for any paper on any subject connected with the War Office has been somewhat limited of late?—We have had a certain amount of trouble about it; we very often have to get an officer's papers to see the circumstances under which he is going abroad or coming home, although those papers have not been dealt with previously in our branch. For instance, an officer being retired from the Service, &c.

9874. You have been somewhat hampered in your work by this recently laid down rule?—Yes, but it is working better now, as we have been exempted somewhat from the rule.

9875. That is a rule that has been for good or bad reasons imposed on the registry?—Yes.

9876. Rather than anything inherent in the registry's own work?—I have nothing to complain about the registry.

9877. (*The Chairman.*) I gathered from you that you thought your department was under-staffed, and that your duties were certainly severe, but you do not want any junior officer to be placed under you; it would be quite sufficient if you had a good superior staff clerk?—I think so, in charge of the branch really; we have not even a Staff Clerk at present in charge.

9878. You mean that although most of these questions come up to you, you are not really overwhelmed?—No, I think one officer in Q.M.G. 2 ought to be able to do it, working over-hours to a certain extent; there is no reason why he could not do it. But a second officer will be necessary when the mobilisation railway work is taken in hand again.

9879. And in normal times could he do it within ordinary hours?—Certainly.

9880. You find no difficulty at all about getting knowledge as regards the progress of your Vote, or as regards the cost of any particular move if you choose to ask for it?—Not for a moment; we have had no trouble whatever with the Finance Branch, and we work perfectly smoothly with them. If one of F. 5, which is the Finance Branch, were in our office, I do not think it would expedite matters in the least, as he would have to go over and ask sanction probably.

9881. He would have to refer to his superior?—Yes, and as we see one of them every day, the thing is settled straight off.

The witness withdrew.

LIST OF APPENDICES.

ADMINISTRATION.

No.	Page
I. Draft of letter to certain high officials connected with the Administration of the War Office on the general conduct of business in that Department, with replies received	409
II. Memorandum showing Duties of various Departments of the War Office, and responsibility of its Principal Officers to Secretary of State, under the Order in Council of 7th March, 1899	419
III. Notes by Colonel Watson, C.M.G., on system of registering papers in War Office	422

FINANCIAL CONTROL AND AUDIT.

IV.—(a.) Memorandum by the Accountant-General on Treasury Control over Army Expenditure	424
(b.) Memorandum on Audit of Army Accounts by Exchequer and Audit Department (drawn up by the Comptroller and Auditor-General)	426
(c.) Memorandum by the Accountant-General on the War Office Audit of Accounts	426
(d.) Memoranda by Subdivisions of the Accountant-General's Department on the nature and extent of their audit	428
(e.) Memorandum by Mr. J. M. Bull, on Expenditure under Vote X. (Works)	438
(f.) Statement of numbers of letters written by the War Office to the Treasury during the two years 1898 and 1899	439
(g.) Statement showing the nature and extent of the Stocktaking in the Ordnance Factories conducted by—	
(1) Officials of the Ordnance Factories, and	439
(2) Officials of the Accountant-General's Department	440
(h.) Letter from Mr. James F. Hope, M.P., on the surrender of unexpended balances at the close of each financial year	441

CONTRACTS.

V.—(a.) Draft Regulations drawn up by Committee	442
(b.) Draft of letter to certain railway companies and other commercial houses asking information as to their system of purchase, with their replies:—	
Army and Navy Co-operative Society, Limited	443
Civil Service Co-operative Society, Limited	444
Sir W. G. Armstrong, Whitworth & Co., Limited	444
Midland Railway	444
London and North Western Railway	445
Messrs. Vickers, Sons, and Maxim, Limited	445
Messrs. Rylands and Sons, Limited (Memorandum by Mr. Mather, M.P., a Member of the Committee)	446
Great Northern Railway	447
Co-operative Wholesale Society, Limited	448
(c.) Memoranda by the Director of Contracts on certain points arising in evidence:—	
(1.) Contract for packing cases	449
(2.) Contract for mule harness	449
(3.) Contract for steel balls	450
(4.) Contract for manganese bronze	450
(d.) Statement furnished by the Director of Contracts showing copper purchases for six months before and six months after metal brokers ceased to be employed	453
(e.) Memorandum by the Director of Contracts on contract for tents	453
(f.) Memorandum by the Director of Contracts on contract for spiral steel springs	454
(g.) Memorandum by the Director of Contracts on increase of Staff required for his Department	454
(h.) Memorandum by Colonel Steevens on points arising in the evidence of Director of Contracts	456
(i.) Statement showing total numbers and values of contracts placed by the Director of Contracts during 1898-99	459
(j.) Statement of number and value of contracts made by the Director of Contracts on behalf of the Ordnance Factories during 1899-1900	459

DECENTRALISATION.

No.		Page
VI.—(a.)	Draft of letter to General Officers Commanding Military District, with their replies :—	
(1.)	Lieut.-General Sir W. F. Butler, K.C.B.	461
(2.)	Major-General Thynne, C.B.	461
(3.)	Major-General L. V. Swaine, C.B., O.M.G.	461
(4.)	Lieut.-General Sir W. F. Grenfell, G.C.B., G.C.M.G.	463
(5.)	General E. F. Chapman, C.B.	464
(6.)	Major-General Sir W. F. Gatacre, K.C.B.	465
(7.)	General Right Honourable Sir Redvers Buller, V.C., G.C.B., G.C.M.G.	466
(8.)	General H.R.H. the Duke of Connaught	467
(9.)	Major-General Sir T. Fraser, K.C.B., O.M.G.	468
(10.)	Lieut.-General Sir B. C. Baker Russell, G.C.B., K.C.M.G.	470
(11.)	Major-General Sir J. F. Maurice, K.C.B.	473
(12.)	Memorandum by Mr. Mather, M.P. (a member of the Committee) on his visit to Portsmouth	475
(b.)	Memorandum by Major-General Swaine on overlapping between the Departments of the Inspector-General of Fortifications and the Quartermaster-General	479
(c.)	Memorandum by Major-General Swaine on the Reorganisation of the Adjutant-General's Department	480
(d.)	Further suggestions by Lieut.-General Sir William Butler and members of his Staff on Decentralisation	480
(e.)	Further Memoranda forwarded by General H.R.H. the Duke of Connaught on questions of Land and Works	481
(f.)	List of Stores furnished by the Chief Ordnance Officer in Ireland which, in his opinion, might with advantage be made in the local Ordnance Workshops	482

APPENDIX.

APPENDIX I.

ADMINISTRATION.

DRAFT of LETTER to certain HIGH OFFICIALS connected with the ADMINISTRATION of the WAR OFFICE on the GENERAL CONDUCT of BUSINESS in that DEPARTMENT, with replies received.

War Office, S.W.
9th January 1901.

DEAR SIR,

A COPY of the reference to the Committee appointed to inquire into the method of conducting business at the War Office is enclosed, and an expression of your opinion is invited, as early as may be convenient to you, on the question contained in the first paragraph and on any points that may seem to you to arise out of it. It is, of course, understood that the expression of your views will be treated as confidential if desired.

I am, &c.,
(Signed) CLINTON DAWKINS,
Chairman.

Government House,
Farnborough, Hants,
January 10th, 1901.

SIR,

WITH reference to Mr. C. E. Dawkins's letter of the 9th instant, I beg to report that, in my opinion, the present method of conducting the administrative and financial business of the War Office is, in some respects, satisfactory; but that its distribution as between the civil and military departments of that office is, speaking generally, most unsatisfactory, and, in the interests of the public service, a redistribution, I should prefer to say of responsibility, rather than of business, is urgently required.

I observe that my opinion is also invited "on any points that may seem to me to arise out of the paragraph." I am not sure that I understand what is here intended.

If the Committee upon inquiry see reason to agree with me that there should be a redistribution of responsibility within the War Office, I shall be happy to attend at any time and give them my views at such length as they may think desirable. But I do not apprehend that they wish me to sit down and write my views upon so vague a text as the paragraph in question. I have not the material to do so, and if I had it, I have not the time.

As for the question of confidence, I should prefer to leave myself in the hands of the Committee. I have been a long time in the War Office, and have, as far living soldiers are concerned, I believe a unique experience of it; I have formed definite opinions, but I by no means suggest that they are infallible. Any observations I may be asked to make will, if published, be open to corrections, while, if given confidentially, they may escape criticism. I have, subject to the opinion of the Committee, no desire to claim that my opinions should be treated as confidential.

I am, &c.
(Signed) REDVERS BULLER,
General.
H. J. Gibson, Esq.
War Office.

57, Lowndes Square, S.W.,

14th January 1901.

SIR,

I HAVE the honour to acknowledge the receipt of your letter of the 9th instant, covering the terms of the reference made to your Committee by the Secretary of State for War, and asking for my opinion on the first paragraph of that reference and on any points arising out of it.

The conduct of the administrative and financial duties of such a vast business as that which centres in the War Office is a subject giving rise to so many debateable points that it is impossible to deal satisfactorily with them in reply to one abstract question. I propose therefore to restrict my reply to stating, what I conceive to be, the principle on which the conduct of that business should be based, and I shall be happy to attend the Committee and give such detail evidence as it may require.

The Government of this country being Government by the civil power, it follows that the administration of the great departments of State must be under the direct control of that civil power, advised and aided by such technical and expert assistance as the nature of the various administrations may demand. The extent to which the Secretary of State for War requires expert assistance of a military and of a civil character to enable him to secure the efficiency of the Army, while guarding and preserving the prerogatives of the Crown and the interests of the public, must be the measure of the division of duties between the civil and the military employees of the War Department. In dealing with the question of civil control over military expenditure, it is essential to remember that the civil check which formerly existed in every command throughout the Empire was completely abolished a few years since, and that the only civil check over Army expenditure now existing is that maintained within the War Office.

The question contained in the last few words of paragraph 3 of your reference seems properly to form part of the subject dealt with in the paragraph referred to me. I will not further deal with it here than to say that I have had considerable experience of the working of the Contract Branch and that I shall be prepared to give evidence upon it if the Committee should require it.

I have, &c.,
Clinton E. Dawkins, Esq., (Signed) HALIBURTON.
&c., &c., &c.

MEMORANDUM BY THE DIRECTOR-GENERAL OF ORDNANCE.

If the reference on the first paragraph is to be confined within the four walls of the Order in Council, the only points in which I can suggest improvement are:—

The office of the Director of Contracts should be broken up, and the several sections which deal with the contracts for Q.M.G., I.G.F., and D.G.O. should become sections of the departments of those officers respectively, and those officers should make their own contracts, subject to review by the Accountant-General.

The sections of the office of the Accountant-General which deal with the accounts of Q.M.G., I.G.F., and D.G.O. should similarly be placed in the several departments of those officers, and the heads of the sections should be the financial advisers of Q.M.G., I.G.F., and D.G.O. respectively. This has already been done, at my suggestion, as regards D.G.O.

There should be a military head over all the administrative and supply services (I suggest a Military Under Secretary of State), whose duty it should be to see that all proposals are considered from all the administrative and supply points of view. It is, in my opinion, quite impossible for the Commander-in-Chief, who is charged with the executive duties of command, training, and inspection of the troops, to supervise the administrative and supply departments as well; and they are not sufficiently brought together now under any one head. The Military Under Secretary would submit papers direct to Secretary of State without the intervention of Permanent Under Secretary.

All the above proposals could be carried out under the existing Order in Council.

Parliament and the Treasury should be asked to give greater freedom to the Secretary of State. A few weeks ago, we wanted, for very urgent reasons, to keep on a foreman of carpenters for three months beyond the age for retirement. It was urged as a reason against the proposal, by the Assistant Under Secretary of State, that it would require an application to the Treasury, and report to Parliament.

H. BRACKENBURY, D.G.O.

15th January 1901.

MEMORANDUM BY THE INSPECTOR-GENERAL OF FORTIFICATIONS.

My experience in the War Office has consisted in being Quartermaster-General for under a year and Inspector-General of Fortifications for about 2½ years.

While so employed I have usually found enough to do in the immediate work of my own office, and have made no special study of the manner in which business is carried on in other branches.

But the following points occur to me as worthy of your attention:—

Initiation of Work.

Under present arrangements work is initiated by the circulation to heads of departments of reports from Generals of districts and Foreign Military Attachés, by direct communication from the Secretary of State or the Commander-in-Chief to one of the departments concerned, or by the circulation of the report of some special committee.

Conduct of Work.

A subject once started is dealt with by minutes between departments or by conferences. When settled the result is communicated to all concerned. But months, or even years, may pass before this takes place.

Central Board.

I think it would save time in the long run, and prevent a great deal of useless work, if all *new proposals* starting in the War Office were referred at once to a Central Board. They would then be discussed by all the heads of departments, and would either be dismissed as useless or be referred to some special committee for report, or be accepted and then passed to the department more immediately concerned to work out.

If this course be adopted, and if the Central Board is to be of real practical utility, it is essential that its procedure should be carefully laid down. The regulations should state what subjects are to be brought before it, who has the power to refer questions, how far the proceedings should be recorded and individual opinions noted, and how voting should be carried out. Also what deputies have the power to sit, and whether or not they can vote. No subject, unless of a purely formal nature, should be dealt with without due notice, and, if possible, a short explanatory statement being sent round beforehand to all the members.

The Board should, of course, be carefully guarded against being flooded by small questions, or by questions of routine that can be dealt with by one or other of the departments.

Department of the Inspector-General of Fortifications.

The work of the department of the I.G.F. is carried out by the Corps of Royal Engineers, assisted by a body of specially engaged surveyors, and at Headquarters by a certain number of civil clerks.

Temporary civil assistance can be obtained for special work. The department is hedged round by a network of checks, such as I believe do not exist at all in civil life.

As far as I know a civil architect makes his own arrangement for contracts, a civil agent carries on the business of his employer subject only to one audit.

Let the same amount of liberty be granted to the I.G.F., that is to say, let him make his own contracts; let him be subject to only one audit; let him get what staff he requires, and settle their conditions of service; let him be provided with such funds as he considers necessary for the proper maintenance of forts and barracks; and let him (as he does now) bring forward for annual estimate or for loans such new services as Army changes render necessary; and lastly, let him make his own regulations; and then he can fairly be held responsible for the proper discharge of the duties that he has to carry out.

Civil Clerks.

As far as I can see the association of civil clerks with officers in carrying on the duties at Headquarters works satisfactorily. The officers, of course, have more technical knowledge. But their conditions of service do not allow them to stay long in one appointment, and the civil clerks help to give continuity to the work. The clerks in the military branches, however, complain that they do not obtain the same amount of consideration in the matter of promotion as those who work on the civil side, and I believe they have good cause for complaint.

R. HARRISON, Gen., I.G.F.

14th January 1901.

MEMORANDUM BY QUARTERMASTER-GENERAL.

I will preface the few observations I have to make, in compliance with your letter of the 9th instant, with the remark that throughout my service I have been principally occupied in the endeavour to carry out systems of the last 45 years to the best possible advantage rather than in inventing others.

As regards the relations between the civil and military sides of the War Office, my personal experience has been satisfactory, and I have always found all the civil authorities only too anxious to meet all reasonable demands whenever possible.

I see no great fault in the existing system.

Possibly some changes may be desirable, but the working of any large system depends principally on the manner in which the work is carried out. It is easy enough to put grit into the machine.

I do not advocate an entirely military War Office; it might be run successfully in the present temper of the country, but opinion swings as regularly as the pendulum, hot fits give place to cold, and I can well imagine pure militarism becoming exceedingly distasteful.

Looking to the constitution of the country and our mode of government, I think a semi-civil semi-military administration of the War Office is the safest.

A great cause of delay in work at the War Office is the necessity that exists of going to the Treasury for any expenditure, no matter how small, that is not covered by estimate and Royal Warrant. I suggest that the Secretary of State should be accorded certain financial powers to meet this, but then comes in the inevitable question, will the holder of the purse strings, i.e., the House of Commons, stand it?

I also advocate financial power, in a minor degree, being given to G.O.C. Districts: the system works well, I believe, in the four large Indian commands (I speak from personal knowledge as to one); it increases the feeling of responsibility and of making both ends meet, and causes executive officers to feel that the necessity of a monetary request should be proved before it can be expected to be granted. Many of our officers do not realise this and look upon the refusal of a request for money as the result of a faulty system.

Ultimate financial control must, I think, remain with the civil side, but, with this proviso, departments should be as little as possible interfered with in the administration of expenditure under their votes.

(Signed) CHAS. M. CLARKE,

11th January 1901.

Q.M.G.

MEMORANDUM BY SIR RALPH KNOX.

Transaction of Business.

With the exceptions (1) of the control by Director-General of Ordnance of the factories which produce guns, arms, and ammunition for both Navy and Army; (2) of the inspection of Naval manufactures by the staff of the same Officer, and not by a Naval Officer; and, (3) of the contracting for Naval stores by the Director of Contracts; with these exceptions the various duties discharged by the chief officers of the War Office are distributed between them in accordance with the best principles of administration.

In ordinary times the division of the labour works well, and even the presence of war has not shown that any real difficulties have arisen in combining the results of that divided labour.

In this distribution of duties, of course the functions of each chief Officer act and react upon each other, and at many points impinge upon one another, with the result that the lines that have been drawn are occasionally not well maintained.

The tendency of every executive official is to increase his power, and as far as possible to throw off the check and control which the constitution of his department and the limits of his duties impose. The extraordinary desire to get hold of the work of other officials, when the transfer will serve either of the objects referred to, is quite remarkable. Their desire is, in the usual phrase, to be made responsible for the duties entrusted to them, the real meaning being that absolute power should be conferred upon them, and that the ordinary machinery of control should not be applied. The constitution of the War Office has been directed to the prevention of the development of such a system. The duties of the officers are well defined, and their every action and its result is made known, and their accounts are designed and examined by officers independent of them. By this means, in the truest sense, they are held responsible. The arrangement of their duties may, of course, be varied; endless changes of system have been made in my time, but I can think of no change in this respect, with the exception of those I have referred to, which would better the present allotment of the work.

In the Finance branches, the work is also very logically divided, far differently from the division adopted in former days. It is now "subjectively" classified, the work of each section being, as far as possible, self-contained, and not clashing with that of the others. A glance at the War Office List will show this.

The Contract Branch, again, is distinct from the Accountant-General's Division, and from the Military Division, and by reason of their independence they constitute the checks so necessary in dealing with very large financial transactions.

The Contract Branch, being distinct from the Military supply sections, limits the personal equation between the branches requiring the supplies and the contractors, a most important consideration. By this arrangement, moreover, uniform methods of dealing with the contractors of all trades are maintained; another object of paramount importance.

The audit applied by the Accountant-General is quite separate from the spending or contracting divisions, and thus, being subjected to the examination of his Controller and Auditor-General, possesses that independence which renders it complete and effective.

The Permanent Under Secretary maintains his control over the general work of the department by means of the Registry, the Regulation Branch, and the Parliamentary Subdivision, being assisted by the Assistant Under Secretary, under whose immediate charge, in his position of Chief Clerk, is the work of the Registry.

By this distribution of duties the whole executive work of the Army is in the hands of the Military Branches of the Office, acting under the direction of the Commander-in-Chief, the present organisation of the department having been adopted with the object of meeting the objections attaching to the system of a Surveyor-General, who as a high Officer, whether military or civilian, independent of the Commander-in-Chief, had an executive power controlling, in detail, the demands of the other military authorities. The military officers are parties to all the business of the department, and practically carry on the whole of the correspondence with the General Officers, the outside public, and the other departments of the State.

Turning to that part of the subject which relates to the methods of carrying on the work of administration, I may say that since the War Office was constituted under a Secretary of State, it has never had a fair chance, for it has never had a home. The fact that the office has been scattered in several buildings, divided by long distances, has rendered it impossible to conduct the business with despatch, and, what is worse, has made personal communication most difficult and dilatory, causing an incalculable waste of time. Indeed, I am convinced that the failure by the Ministry of the day to complete the scheme for the erection of a joint Admiralty and Horse Guards, some 15 years since, was the greatest administrative blunder of the century. The country will never know the injury it has suffered from the want of a little backbone in the political leaders of that time.

Above all things are required more conference and intercommunication. The Army Board was intended to form the prime opportunity for this among the chief officers of the department. As it has been worked it has completely failed in its object. If carried on in a thoroughly business-like manner, it should be the means by which every new proposal, for the improvement and development of the Army, is worked out; each member of the Board when wishing to make a proposition, which his experience and observation lead him to think would improve the Army, should submit it to the Board in as complete a form as he can, so far as it affects his own department. The other members of the Board would then consider it as it affects the various services in their charge, and the whole scheme would thus be fully elaborated under the direction of the Commander-in-Chief. This Board should also be directed by the Secretary of State to work out any schemes which he himself may desire to inaugurate.

This method possesses the advantage that all the members of the Board, being aware of the principal business at the time under consideration, are prepared to take up that part of the proposal that may affect them; and, above all, it operates as a check upon each officer making proposals in regard to business for which he himself is not primarily responsible.

This last would be a great point gained.

The Board should have before it full agenda of the business to be considered, and printed abstracts of the papers or schemes to be deliberated upon.

Full minutes should be made, and the differences of opinion of the various members recorded.

In addition to this Board, there should be formed a Standing Committee of the more subordinate officers of the departments for considering the questions of detail so constantly arising which cannot be settled without consulting other branches, and for discussing differences of opinion in regard to any subject under deliberation. This Committee should meet twice a week.

I would, however, again insist upon the difficulty of working this system, and upon the waste of time involved, while the office is scattered about in separate buildings all over the town. It can only be done under present conditions, and that unsatisfactorily, by increasing the staff to make up for the time lost by the officials who will have to spend so much of the day in the street and away from their offices. This is being remedied, but the new building will not be completed for several years.

Financial Control.

It is not a small thing to regularise an expenditure amounting to some 20 or 24 millions a year. It is not a small thing to frame estimates for such annual expenditure, and invariably to avoid a deficiency; and yet these ends have been for many years secured by the financial system that has prevailed at the War Office. That system entails central financial control and audit.

The financial control mainly consists in requiring all services proposed to be fully and thoroughly estimated. It is not unnatural that a person, even though he be admirable at cheapening a bargain, should have a tendency to minimise the estimated cost of a scheme that he may desire to carry out at the expense of the public, or even to disregard altogether the cost involved. The finance department imposes the check which compels the Minister to be aware of the full cost of all proposals before he approves them for submission to the Treasury, and thus secures for the department of the State responsible for the total expenditure of the country, and charged with the function of raising from

the people the taxation to meet it, the most accurate forecast of the growth of that expenditure which long experience and expert practice can produce.

It is this system which for a long period of years, associated as it has been with an admirable central audit and record of expenditure, has avoided any deficiency in the annual Army balance sheet. The Estimates have been accurate and sufficient, and the audit, under the control of the framer of the Estimate, has compelled a compliance with the limits which the Estimate has imposed.

It is impossible to decentralise these duties, they must necessarily be discharged at Headquarters. They cannot, except as regards the elementary processes, be distributed over a dozen different districts.

Auditors could certainly be sent to the various districts to conduct a local audit, and where the accounts are extraordinarily bulky, as in the case of the Woolwich and Pimlico Store accounts, a permanent local and concurrent examination is carried out; but it would be an extravagant plan to provide a local examination of the great variety of accounts which exist in a district.

These accounts, when rendered to this office, are distributed to the various sub-divisions familiar with each class of expenditure, where the great mass of the work can be done by subordinate people under the direction of one chief, whose whole time is not taken up by their supervision, but can be also devoted to more important points of financial control; whereas, to provide the efficient local audit in the district, the auditors would require to be skilled in nearly all classes of accounts and the regulations governing them. It would be very difficult and costly to provide a properly qualified staff, and endless varieties of ruling would arise if the decisions were to rest with the local auditors.

The scheme of local administration in the German Army is conditioned by the existence of a local controlling officer, called Intendant, charged with large powers, being both a financial controller and a local check upon the demands of the General Officer; he is, however, bound to communicate to the central authorities all variations on the part of the General from the standard limits.

This system, or one closely resembling it, was attempted in the British Army, many years since, by means of the Control Department, under the Surveyor-General, but it existed for a very short time, owing to the enormous friction that sprung up between the Generals and the newly-formed department. Since that time the tendency has been to transfer full power, within the regulations, to the local general, subject to an effective and independent audit.

A money limit to the amount to be expended on pay, supplies, and stores cannot be laid down for each district; the force maintained within it, as well as the sources of supply, are too uncertain. The expenditure must be governed by regulations, and, therefore, can only be properly checked by means of accounts, subject to detailed examination, and by stocktaking. An audit, to be effective, should secure accuracy in the accountant and the due appropriations of the money, as well as deter from fraud. Examination by the Paymaster is not enough, the Paymaster himself being the officer who receives the money to disburse, and who must, of course, account for it.

I think, however, further financial power should be conferred on the Secretary of State by the Treasury, and on the General Officer by the Secretary of State.

Some changes have recently been made in this direction, but, in order to avoid excessive correspondence as to matters involving comparatively unimportant expenditure, I would go further. Under Indian rules a limited sum of money is placed at the disposal of the principal generals, under very well considered restrictions. I append these rules. I would urge that some such rules be established for the generals in command in the British Army.

Similarly the Secretary of State should have power over, say, 2,000% per mensem, under similar restrictions.

Pressing and unforeseen demands cannot fail to arise in a service such as that of the British Army, and such a sum as I have suggested to meet contingencies, seems a very moderate one. By such a concession the department would be relieved from some really unnecessary correspondence.

Such special expenditure should always be fully recorded in detail in the accounts.

13th February 1901.

R. H. KNOX.

MILITARY ACCOUNT CODE, INDIA.

Financial powers of the Commander-in-Chief in India and Lieutenant-Generals Commanding.

Para. 15. (The provisions of this paragraph cover sanctions to expenditure of cash or stores within the limits laid down, such limits including both cash and the value of stores taken together.)

The Commander-in-Chief in India can finally sanction expenditure not provided for by the regulations and the orders of the Government of India, but not beyond power of sanction by the Military Department, up to a limit of Rs. 2,500 in each case, and not exceeding Rs. 10,000 in any one month, taking all four commands together, provided always that no permanent alteration of existing rules is involved, that the amount so sanctioned is non-recurring, in the sense that its sanction would not involve the charge becoming permanent, or extending into another financial year, that there is nothing irregular in the character of the expenditure so sanctioned, and that the authority is used only for charges which are now recognised as fit subjects for military expenditure, but which have hitherto required confirmation by superior authority. A further condition is, that the amount can be met from the sum provided for the particular command in the budget estimate of the year, under the particular head of the grant affected. But when it is not possible to thus meet the expenditure, this condition may be so far relaxed that the Commander-in-Chief may (within the limits of his sanctioning powers) reappropriate funds for the purpose required when they are available from the same grant in the budget of another command, or other commands, always on the condition, however, that the total sum provided under the particular grant affected in the budget estimate for all four commands, is not exceeded.

Para. 16. With a view to diminish, as much as possible, references to the Government of India and the Commander-in-Chief in India, on comparatively unimportant matters, the lieutenant-generals commanding are empowered to finally sanction expenditure, not provided for by regulation, up to a limit of Rs. 1,000 in each case, but not exceeding a total of Rs. 2,500 in any one month, under the conditions laid down in para. 15, with the following exception:—

When it is not possible to meet the expenditure from the sum provided for the particular command in the budget estimate of the year, under the particular head of the grant affected, a lieutenant-general commanding may transfer funds from one head to another of the same grant in the budget of his own command, on the condition that the grant affected for the particular command concerned is not exceeded as a whole.

Lieutenant-Generals commanding are also, where not otherwise provided for by the regulations or orders relating to supplies, empowered to finally write-off, in communication with the Controller of Military Accounts of the command, the irrecoverable value of public money and stores, or other articles of military equipment, the property of Government, which may have been lost, damaged, or destroyed, provided that the loss, damage, or destruction, in each case, does not involve a sum exceeding Rs. 1,000, and that it has resulted from accident, or from other cause not implying grave misconduct on the part of any person in the service of the State. Whenever the amount of loss exceeds Rs. 1,000, or the loss, though not exceeding Rs. 1,000 in amount, has resulted from grave misconduct (e.g., theft, fraud, wilful damage, or culpable negligence) on the part of a public servant, the case should be submitted by the lieutenant-general commanding for the orders of the Government of India with the Controller's report thereon. This power is in addition to the power to sanction expenditure referred to in the first clause of this paragraph. The provisions of this clause are also applicable to the general officer commanding a field force in regard to the write-off of stores and equipment, &c., the property of Government, lost, damaged, or destroyed, on active service, where a considerable force is employed on active service, and is commanded by a general officer who is not under the orders of the lieutenant-general of a command.

Para. 17. In exercising the above powers, the Commander-in-Chief in India and lieutenant-generals commanding will previously ascertain from the Central Controller and the Controllers of Military Accounts, respectively, and heads of spending departments concerned, whether funds are available to meet the cost of sanctions to any proposals submitted to them. The Controllers and heads of departments should not

report, as available for redistribution, a saving under one head of a grant when the grant, as a whole, is likely to be exceeded. When, however, the amount concerned does not exceed Rs. 50, no such reference is necessary, provided that such absolute sanctions shall not exceed, in the case of the Commander-in-Chief in India, Rs. 500 in the aggregate in any month, or, in the case of the lieutenant-generals commanding, half that amount.

Para. 18. The heads of all Army Departments will accept the sanctions of the Commander-in-Chief in India, and lieutenant-generals commanding, issued under the above arrangements, as authority for all items of expenditure within their respective financial powers, instead of referring such cases to the Government of India.

Para. 19. If, in the exercise of the powers thus conferred upon the Commander-in-Chief and the lieutenant-generals commanding, these officers shall issue any orders or instructions resulting in expenditure, which, in the opinion of the Controller, needs the approval or sanction of the Government of India, they are required to make a report of the same at once to the Government of India, in the Military Department (through the Commander-in-Chief in the case of lieutenant-generals commanding), accompanied by the Controller's report on the case.

War Office, Pall Mall, S.W.
11th February 1901.

SIR,

I APPEND herewith my observations on some of the terms of reference which have been submitted for the consideration of the Committee on War Office Reorganisation.

2. With reference to paragraphs 12 and 13 of the accompanying Minute, and the reorganisation of two branches of the Adjutant General's Department, I beg leave to refer the Committee to a confidential memorandum which I lately submitted to the Secretary of State.

I am, &c.
(Signed) EVELYN WOOD,
Adjutant-General.

The Chairman of the Committee on
War Office Organisation.

1. Any scheme of War Office reorganisation must of necessity be framed to suit the future requirements of the Army. It is, therefore, impossible to render any report on the subject until it has been definitely decided:—

- (a) What the future system of Army organisation and administration is to be.
- (b) What are to be the scope and extent of the duties and responsibilities of General Officers Commanding future Army formations.
- (c) What is to be the Military and Civil Staff of General Officers Commanding.

2. With the Army organised in suitable formations, the bulk of the administrative and financial business now transacted at the War Office would automatically be delegated to General Officers Commanding. The Military officials at Headquarters would then be in a position to carry out their proper functions, viz.: to consider large questions of Imperial Military policy, schemes of offence and defence, training, administration, the framing and bringing up to date of regulations, drill books, &c. In other words, the War Department would become, as the name implies, an office where Military problems and policy are considered and perfected for purposes of war.

3. Although the Adjutant-General's Division is not what is known as a "spending" department, it is necessary that all its branches should be in a position to frame estimates and financially consider the cost of the present or proposed personnel of the Army.

4. Under the present system, although Company Officers, Commanding Officers, and General Officers Commanding have, under the Pay Warrant, &c., certain powers relating to pay, this Division has none at all, and every trifling detail connected with pay has to be submitted to the financial side for approval.

5. This, of course, applies only to minor matters such as extra duty, working, armament, and lance pay, and certain allowances which are really decided on purely Military grounds. They are quite separate from questions of finance, and require therefore only an intelligent knowledge of the Service and its regulations to decide. These petty matters require no actual financial knowledge and could be undertaken by this Division. The advantage accruing would be that the work being done by one branch instead of two, greater despatch would be ensured.

6. No extra cost would be involved. On the contrary, there might be a saving in that fewer clerks would probably be required on the financial side. From past experience my impression is that the difference in the expenditure which would have resulted in the last few years, had the Military view on such questions been invariably adopted, would not have been found to justify the amount of time, labour and stationery which the constant and repeated reference of such minor questions between the branches entailed.

7. In the larger financial questions which require technical handling, reference to the financial side is of course absolutely necessary and no harm arises, so long as that side restricts itself to the purely financial view of the matter and leaves the Military aspect to those who have practical knowledge of that side of the question.

8. The chief difficulty arises when the possibly divergent views of the Financial and Military branches are weighed and the balance adjusted. When two Departments, so absolutely different in nature and working alongside one another, disagree, the Military side urging on the grounds of efficiency and the financial side deprecating on the grounds of expense, the question at issue should be laid before the deciding authority by an absolutely unbiassed party.

9. The question as to whether cost or efficiency is the more important appears to have been decided hitherto in favour of the former, for the Central Department, which sums up the case, and has the last word before the matter is laid before the Secretary of State, has had a financial and not a Military training.

10. It would, therefore, be only natural if this final summing up leans more to the financial than the Military side of the question, and it is not surprising that the financially trained gentlemen who have this power of assessing the respective values of the Military and financial views and of holding the balance between them should end by assuming that they possess Military knowledge themselves.

11. It was only lately that one of them laid down, for the Secretary of State's guidance, certain precepts as to the allotment of the time of officers to their duties and criticised the relative efficiency in Military training of officers and men.

12. In some of the branches of this Division, the Staff, so far as regards officers, is most inadequate. This question has, however, been taken up on another paper.

13. It is most desirable that a Training Branch should be formed in A.G. 4, separately from the other work of that subdivision, and equipped with a distinct Staff of at least five Staff Officers.

14. With regard to the status and pay of the Clerical Staff in this Division, I am of opinion that much of the work—especially in the Training and Returns Branches—could be satisfactorily performed by Military Staff Clerks under the supervision of a competent Civilian. There is, however—mainly in A.G. 4—much that is of a responsible and confidential nature, in which it is for obvious reasons undesirable to employ Military Staff Clerks.

They should not be appointed to branches which deal with many important confidential papers, i.e., none in the Discipline Branch Subdivision of A.G. 4. They might be usefully employed in branches dealing with—(1) Instruction and Training; (2) Deserters; (3) Returns.

15. The system under which the promotion of Second Division Clerks is carried out does not appear to be satisfactory to the Military side, which should be represented on the Clerks Promotion Committee. It must be remembered that many of the Second Division Clerks in my Division perform a great part of their work direct with the Officers of the Headquarter Staff. These Staff Officers, who are the best judges of a

clerk's capabilities—because they are thoroughly conversant with the nature, extent and character of his work—have hitherto had no voice on the question of his promotion, and their recommendations, it is feared, have probably not the weight which they ought to carry.

(Signed) EVELYN WOOD, A.G.
11th February 1901.

DEAR SIR,

25th February 1901.

I beg to enclose my remarks on the present arrangements for conducting work at the War Office, and must apologise for not having sent them before. The heavy work I have had in other directions has prevented my being able to submit them earlier. I have no wish for them to be treated as confidential so far as I am concerned. They are at the Committee's disposition to treat confidentially or non-confidentially, as they consider most advisable.

Yours, &c.,
(Signed) COLERIDGE GROVE.

C. E. Dawkins, Esq.

1. I much regret that the pressure of public work does not permit of my entering into the question of the internal organisation of the War Office as fully as I should wish. The time at my disposal will only allow me to summarise shortly the changes which appear to be desirable.

2. Before doing this, however, there is one point which I must make clear. I do not think that the alterations which I am about to describe will, alone, go very far towards producing a sound Military organisation. They will expedite the conduct of business at the War Office, but they will not give us an army. I have no wish to travel beyond the reference to the Committee, or to enter upon matters not placed before it. I therefore confine myself to saying that, in my opinion, the causes of the defects in our Military system lie far deeper than in such questions as the distribution of work at the War Office. They are constitutional rather than official, and no improvement in our method of conducting Military business will have much effect as long as the principles on which it is conducted are unsound. I make these remarks only to guard against possible misapprehension, and having done so, I will now state some of the directions in which, as regards the War Office, I think that changes are desirable.

A.

3. The Accountant-General's Department ought to be transferred from the Civil to the Military side of the War Office, leaving with the Financial Secretary only a small staff of clerks sufficient to enable him to carry out any necessary calculations or enquiries.

4. The separation of finance from the Military department does harm in two ways. In the first place, it leads the Military officials at Headquarters (and indeed the Army generally) to look upon finance as a matter with which they have no concern. They think of the advantages which will accrue if some particular proposal is carried out, but they do not think of the fact that its carrying out may mean the diversion to it of a certain amount of money which might better be spent on something else. The administrative training of a soldier never brings him face to face with the fact that in Military matters, as in all others which involve expenditure, the whole question with regard to any suggestion is, not whether the objects sought after are in themselves desirable, but whether they are more or less desirable than other objects which would cost the same amount of money. They fail to look at Military expenditure as a whole, or to realise that the sum which any nation can spend upon its army must ultimately have a limit, and they are too apt to think chiefly of the advantage of some special proposal irrespective of other wants. Further, not being accustomed to deal with finance, the rough estimates they make of what their proposals will cost are not very reliable, and are generally under estimates. These results are partly the outcome of long ingrained habits. But they are intensified by the fact that at the centre of the Army, I mean at Headquarters, the general survey of our Military requirements as a whole and the detailed calculation of the cost of all individual proposals, is done, not by the Military officials who have to

initiate and to carry out, but by a non-Military department which does neither. Apart from the general disadvantages I have referred to, the effect of this in the War Office itself is to produce much avoidable cross reference and discussion and in consequence unnecessary work and delay.

5. The cure for this is to make the Military officials at the War Office and in the General Officers' commands absolutely responsible for the complete financial bearing of all proposals they put forward. There must be no separate Accountant-General's Department to take this load off their backs. In other words, this department should be fused with the Military side and Military and financial considerations be taken into account by the same man at the same time.

6. The second disadvantage which attends the separation of finance from the Commander-in-Chief's offices is that apparently by some sort of natural law, whenever one branch or department is constituted to check and review what is done by others, this reviewing department swells and grows till at last it gets as big as, or bigger than, all the others it has to supervise. This is just what is happening in Pall Mall. The War Office list shows that the whole of the Commander-in-Chief's Departments, namely, the Adjutant-General's, Quartermaster General's, Inspector-General of Fortifications, Director-General of Ordnance's, Military Secretary's and Mobilisation Branches employ between them 106 officers and 393 non-commissioned officers and Civilian clerks, making a total of 499. The Finance Branch employs 470 officials of various classes. I find it difficult to believe that the pay for the Army and its supplies can require as many people to look after it as all other Military arrangements put together, and if not, this large assembly of financial clerks must necessarily mean increased clerical work without corresponding advantages.

B.

7. The number of small matters which, under the Royal Warrant for pay require the approval of the Secretary of State before action can be taken, have diminished of late years, but are still far too many. Even now such questions as whether a Second Lieutenant shall be exempted from his examination for Lieutenant, or whether a Quartermaster keeping the records at Woolwich shall be kept on beyond 55, cannot be decided by the Commander-in-Chief, but have to be referred to the Secretary of State. This excessive centralisation in the War Office itself prevents any decentralisation outside, for the Commander-in-Chief cannot delegate to Generals Commanding Districts powers which he has not got himself.

8. The relation of the Commander-in-Chief to the Secretary of State should be closely similar to that laid down by the Order in Council for the heads of the Military Departments towards himself. These heads are charged with the direct administration of their departments, but are under the general control and supervision of the Commander-in-Chief, and have to submit important questions to him. In the same way the Commander-in-Chief should be charged directly with the whole administration of the Army under the general control of the Secretary of State. At present far too much of this direct administration is carried right up to the Secretary of State, with the result of overloading him with detailed work which could be better done by men with Military training. There is a steady tendency at the War Office, due to outside causes, which it would be beyond the scope of the Committee's reference to enter upon, for the Secretary of State to do more and more of the Commander-in-Chief's work, a confusion of functions which cannot be attended with good results.

C.

9. This confusion has been increased by the system introduced in 1895, under which all letters written from the War Office are written in the name of the Secretary of State, and all letters written to it are addressed to the Under Secretary of State. This may seem a trifling matter, but it is much more important than appears. There is a great deal in a name, and the consequence of this change has undoubtedly been to make both officers and men think that the real man who gives them orders and decides their cases is not the General Officer over them, or the Commander-in-Chief over him, but the Civilian and political head of the Army. Military discipline may be—possibly is—neither a strictly equitable nor a logically defensible

thing. But no army has ever yet got on without it, and when there are so many outside causes tending to weaken it, as at present, it is a pity to do anything inside the army working in the same direction. That the change I have mentioned does work in this direction I have no hesitation in saying.

10. Letters from the Military side of the War Office should, in the first instance, be written by the department concerned in the name of the Commander-in-Chief. If his decision is appealed against, the case should go before the Secretary of State and the second answer go in his name. But for a Subaltern at home on leave from his battalion abroad, who applies for a fortnight's extension, to be told that the Secretary of State has granted it him would be comic, were it not that it has more injurious effect on discipline than might at first sight be supposed.

D.

11. The substitution of officers and Military clerks for many of the Civilian officials at the War Office would have great advantages for the Army, and, indirectly, would diminish work at the War Office. One difficulty we labour under is that the general principles on which our Army is recruited, organised, and administered, the objects it is intended to serve and the manner in which it is to be utilised are very little understood by the ordinary regimental officer. Every officer or non-commissioned officer that we can pass through the War Office and send back to his corps carries with him knowledge which he disseminates around him with excellent consequences. The better our system is understood the fewer are the questions or applications to the War Office, and whenever we send an officer who has been employed in Pall Mall to do staff work in a district, the correspondence with that district diminishes. The officer settles, from his own knowledge, matters which another would have referred. For this reason I think the substitution in many cases of Military for Civilian clerks would be beneficial, and it would possibly also lead to our decisions being more willingly agreed to. Further, it would be much easier to get rid of any one who did his work indifferently. But as regards the actual way the work is done, I feel bound to say that I do not think that Military men either would—or could—do it better than it is done by many of the Civilian clerks on the Military side of the War Office. The work of some of these gentlemen is beyond all praise.

12. In conclusion. It will be seen that the general drift of my suggestions is towards charging the Military side of the War Office more completely than is done at present with the whole ordinary administration of the Army both executive and financial. The necessary expert assistance to deal with finance should be handed over to it, and the clogs which the Royal Warrant now imposes on the direct action of the Commander-in-Chief should be removed. If these changes be made, a certain amount of real decentralisation will be possible—until they are it will be only apparent.

(Signed) COLERIDGE GROVE, M.S.

25th February 1901.

MEMORANDUM BY THE ACCOUNTANT-GENERAL.

1. The War Office exists for the purpose of administering the land forces of the Empire, and organising them for offence and defence.

2. This administration embraces, *inter alia*, the measures necessary—

- (1) To obtain the personnel of the various forces, officers, men, and civilian employés.
- (2) To train (or educate) them for their various duties.
- (3) To ensure discipline.
- (4) To provide adequate remuneration in money or kind, pay, food, clothing, accommodation, treatment in sickness, pensions, &c.
- (5) To provide the necessary arms and armaments.
- (6) To locate the forces to the best advantage for general defence, and to provide transport.
- (7) To erect permanent defence works.
- (8) To manufacture, or procure, an immense variety of munitions of war and stores.
- (9) To arrange beforehand for the organisation and expansion of the forces in case of war, and for their mobilisation.

(10) To obtain, and keep available, information as to the power of other nations, and generally as to any facts or statistics which may be of import for Military purposes.

(11) To regulate the Military relations of the Mother Country with India and the Colonies.

(12) To see that these various objects are attained with a due regard to economy, that estimates of probable expenditure for each year are put before Parliament, that the expenditure is properly checked, classified, and accounted for, both by the various accountants concerned, and in the general accounts presented annually to Parliament.

3. To put the matter in another way, the War Office are very large employers of labour, all over the world, and labour of a very special kind, and utilised under an immense variety of conditions. Their purchases are immense. They manufacture largely. Their matériel is of a highly technical kind. They own great quantities of land at home and abroad under great varieties of tenure, and are constantly engaged in building. They possess a considerable fleet of boats for various purposes. And they are subject, as regards their expenditure, to a variety of rules considered necessary by the Legislature and involving much labour. Moreover, they have constantly to justify their action, down to the very minutest details, to Parliament.

4. Of course the War Office does not *immediately* perform all these functions. A large proportion of the work of administration is necessarily delegated; and I think I may add that it is admitted on all hands that that delegation should be as full as may be practicable. But the central organisation, the initial instructions to the delegated authority, the decision on all questionable points, these must remain with the great Head Department. The immense amount of important work which deals with the Army as a whole, its policy, its finance, its relations to Parliament, this cannot be decentralised. Nor is it possible to prevent the War Office from being the court of appeal to which the Army and the Public shall look for ultimate decision in all doubtful matters.

5. The Secretary of State for War is the head and centre of this large organisation. His office, speaking generally, is divided into three large divisions:—The Military Branches under the Commander-in-Chief, the so-called "Central Office" under the Permanent Under Secretary, and the Finance Branch under the Financial Secretary.

Military Branches.

6. Of these divisions, the Military Branches are the most important, for efficiency must obviously be more really vital than cost. They comprise the division of the Military Secretary, which deals mainly with the personnel of officers; the Mobilisation Division; the Military Intelligence Division; the very important Adjutant-General's Department, which deals with the raising of the forces, their strength, their training and discipline; The Quartermaster-General's Division, which deals with the quartering of troops, their food, their transport, the supply of horses, the personnel of the Army Service Corps and Pay Department; the Division of the Inspector General of Fortifications, which deals, as the name implies, with works of defence and barracks; the division of the Director-General of Ordnance, which deals with the supply of guns and the multifarious stores, including clothing, which an Army requires, and also with the Ordnance and Clothing Factories; and the Medical Division, Veterinary Division, and Division of the Chaplain General.

7. It is scarcely within my province to animadvert on the general organisation of the Military Branches.

8. As regards minor points, it is indisputable that Military men should take the place of direction and supervision in the various divisions; and that being so, I do not think it desirable that clerks of the Higher Division should serve with or under them. No doubt a man of ability and tact will make himself useful anywhere; but a clerk of the Higher Division is himself expected to be a leader and director; that is his office. If he is placed in a position of permanent subordination he is wasted, while if he asserts himself there is friction. Of course, the drawback to administration by Military officers is the shortness of tenure at Headquarters—a tenure limited to five years by regulation, and often materially curtailed—for in war times naturally every officer wishes to go to the front, and the Office loses its administrators when it most wants

them. Nor is it easy to see how this drawback can be removed; for if the tenure be prolonged, the individual gains as an experienced administrator, but he loses touch with the Army. Any difficulty of the kind should, however, in my opinion, be met, not by the appointment of Higher Division clerks to *double* the officers, but by arranging that officers do not vacate their appointments simultaneously. Whether the clerks serving under the officers should be Second Division Civilian clerks or Military clerks ought, I think, to be left to the decision of the Military authorities concerned. They are mainly interested. Both methods of providing the subordinate staff possess advantages—and disadvantages.

Central Branch.

9. The duties of the "Central" Branch are less determinate than those of the Military and Finance Branches, and even the designation seems to imply a difficulty in defining its exact functions. Practically the "Central" Branch takes up certain duties which are neither military nor financial: the registration and custody of correspondence, the editing of regulations, the dealings of the Office with Parliament, and the custody and distribution of Parliamentary and other reports affecting the Army. To these functions are added the storage and distribution of stationery.

10. In an office conducting, and, as far as one can see, necessarily conducting, such an immense correspondence as the War Office, the registration and custody of "papers" must necessarily be work of importance. It is not, perhaps, work requiring high administrative talent, but it is work that calls for a certain amount of organising power, and I think the registry should be under a Higher Division clerk. The suggestion has been made that the registry should, in addition to its present functions, exercise a kind of police over the office correspondence generally—"jogging up" when there is delay, or insufficiency of action, and watching "papers" to their legitimate close. I confess I do not see how any external Branch—external, I mean, to the Branch mainly concerned with the subject-matter of the "papers"—can usefully perform this duty. The correspondence of the Office is too vast to make it possible that every paper should be so watched. How is the selection to be made? Every Branch, every sub-division, should do this work for itself, can alone indeed do it effectually. The Superintendent Officer in the Military Branches, the Principal in the Civil Branches, ought to see that there is no delay anywhere, and that what is immediate is dealt with at once, and pushed through.

11. With regard to the Central Branch's editorial functions in connexion with all new regulations, it might perhaps seem at first sight that their work was superfluous, for all Branches must perforce prepare the matter of their own regulations, and might seemingly be trusted to put them into form. Here there is, no doubt, a certain duplication of work. Experience, however, has shown the advantage of having a central hand to harmonise the orders given to the Army, and, on the whole, I am not prepared to say that "C. 3" does not justify its existence.

12. I agree with what I understand to be the view of the Assistant Under Secretary that the distribution of stationery to the Army and the War Office is work which does not fall naturally within the attributions of the Central Branch, and is work from which that Branch might properly be relieved.

13. The "Central" Branch, from its position, seems naturally called to be a kind of Secretariat to the Secretary of State; and as such should be utilised, I consider, more than it is now, in bringing together, "focussing," as it were, the views of the various Branches of the Office on any subject of importance which has been discussed by several branches from various points of view, and has to come before the Secretary of State for decision. No doubt the use of this function will vary according to the individual Secretary of State's habits of work, some preferring to have a question brought before them in all its bearings, others choosing rather to cut a way for themselves to its core. But when the thing has to be done—when, for instance, the Army Board, or War Office Council, has to be "seized" of some important and intricate matter, the Central Branch should prepare the "brief."

Finance Branches.

14. The Finance Branch is divided into two sections, of which the first, and smaller, is the Branch of the Director of Contracts, and the larger the Branch of the Accountant-General.

Contract Branch.

15. The Committee have already, as I understand, gone at some length into the organisation of the Contract Branch, and its relation to the various Military Branches for which it may be said to cater,—and I need scarcely go over the ground again. That there should be a central Contract Branch dealing with contract questions, and their ramification into labour questions, as a whole, seems to me indisputable. Any bidding against each other on the part of the various Branches is obviously to be deprecated. Of course, there ought to be harmony.

Accounts Branch.

16. Coming now to the Accounts Branch, in which I am mainly interested, it may be as well to clear out of the way all non-contentious, or practically non-contentious matters. Thus we may take it as admitted that Army Accounts, whether of money or stores, should be audited, and that the audit should be independent; nor does there seem to be anything specially Military in the function. Further, the central book-keeping connected with the Army Accounts—the necessary record of receipts from the Treasury and of expenditure to be presented to Parliament, all this is non-military also. Again, the central preparation of the Estimates, the bringing together the data on which Parliament has to vote supplies, is a class of work common to all departments of the State, and not specially Military. So, too, the distribution of the estates of deceased officers and men, the arrangements for paying the various allowances to the families of soldiers on service—all this is civilian work—and the same may be said of the adjustment of our financial relations with India, the Colonies, Egypt—often intricate and troublesome. There would scarcely be any object in burdening with such duties the already congested Military Branches. I think I may take it that a civil Accounts Branch will continue to exist.

17. The *crux*, of course, is as to its independent powers of advice and criticism.

With regard to this there are some three schools:—

- (1) There is the school which advocates that the Military Branches be entirely responsible for their own finance, with no advice in the administration, and no more check than is involved in the after audit of the accounts.
- (2) There is an intermediate school which considers that the Financial adviser—a Civilian it may be—shall be part and parcel of the Military Branch, serving under the Military Chief, and responsible to him alone; and
- (3) There is the school which advocates, what in effect is the present system, that the Financial Adviser shall be altogether independent of the Military Branches, and responsible only to the Financial Secretary and through him to the Secretary of State.

18. As to the first of these theories—I am looking at the question so far as I can without prejudice—I recognise fully all the advantages claimed by its advocates, promptitude of action being the chief. But to my mind the disadvantages far outweigh them. What I have already said as to the ephemeral tenure of the military administrator tells here heavily. He has bare time to learn his administrative business; he has none to spare for finance. Of course there are brilliant exceptions. But, taken generally, his training is not that of the economist, and his ideal is rather that of efficiency than the saving of money. While as to the check of audit,—audit can prevent peculation, and save waste and small losses, but audit, apart from policy, can never seriously affect expenditure.

19. With regard to the second and third theories, it may be desirable to state the present practice of the Office, which is not altogether homogeneous. By old tradition, the Military Branches which deal with *personnel*, as the Adjutant-General's and Military Secretary's Branches, have no direct financial functions, though I make it a rule to refer to them when the pay of officers or men is affected. The Military Branches dealing, on the other hand, with supplies and transport, or warlike and other stores and clothing, or buildings,

have direct financial functions. In theory they frame their own estimates, though practically their estimates are framed in concert with the Accounts Branch; and they authorise expenditure. But even so, the mode of procedure is not quite the same in all the three cases. The Director-General of Ordnance, by an arrangement with which he is, I understand, fairly satisfied, has made over the larger part of his purely financial work to the Accounts Branch—with the understanding, to which we readily agreed, that he should at all times have access to our information and advice. The Quartermaster-General's people, though without a formal undertaking of the same kind, are in hourly touch with us on all money questions. As to the Inspector-General of Fortifications' Branch, I confess that I think our power of check over the expenditure in the Districts leaves somewhat to be desired. But on the financing of the Vote and of the Loans, we are in constant communication.

20. To return, however, to the point from which I started, it seems to me that the suggestion that the Financial Adviser should be under the Military Administrator, would be a mistake. He would lose his independence, and his advice would grow to be worthless. As explained in paragraph 9, the position is not one which the competent Higher Division clerk would accept.

21. And here I can but repeat what I said to the Committee in my examination. The War Office, notwithstanding its own large financial transactions, is unlike any commercial undertaking in this, that it does not work to a money profit. It neither is, nor can be, subject to the check of a dividend. In a commercial undertaking that is the one great point on which all energies are concentrated. There is no danger that it will be overlooked. But there is very great danger, in Army and Navy administration, that the administrators shall concentrate their energies on other questions than those of cost. And, consequently, it is desirable that there should be an independent and efficient Branch to see that the question of cost receives due consideration. With regard to these points, I would draw attention to a Memorandum on the Financial Control of Army Expenditure, drawn up by Mr. Harris, the Auditor of Factory Accounts.

22. In the foregoing remarks, I have dealt rather with general principles than details. Nor do I propose to trouble the Committee on one or two points of minor importance, in which I propose, at a more convenient season, to make changes in the Accounts Branch. One point, however, I should like to emphasise. The Assistant Under Secretary, has, as I understand, suggested a re-arrangement in the Accounts Branch, by which the Principals shall be removed from the active direction of sub-divisions, and made staff officers. If the Assistant Under Secretary had himself ever served in the Accounts Branch, I feel inclined to doubt whether he would have made this proposal. The sub-divisions deal, and must deal, with the great mass of the correspondence, much of which goes to the outside public, and it is, to my mind, of the utmost importance that the details of the work should be closely supervised by the Principal. To make him purely a staff officer dealing with selected questions, would be a mistake.

23. Perhaps I might also add that the duty of answering inquiries as to the exact whereabouts of a soldier, or his death, should be transferred from the Accounts Branch to the Military Branches. In old pre-telegraph days, this information had to be extracted from the Accounts. It is now obtained by other means, and the duty in itself is not in any way financial.

24. It may be as well, in conclusion, to have a record of my own personal position as Accountant-General of the Army. Under the Exchequer and Audit Departments Act of 1866, every "department" of the State is charged with the preparation of "Appropriation Accounts," and the Act provides that a "public officer" shall be appointed by the Treasury to perform that function. By Treasury Minute of the 14th August 1872 the Treasury define the duties of the "public officer" in question—who is to be designated "the Accounting Officer"—and fix his responsibilities. The Minute states *inter alia* that the Accounting Officer must be a permanent official, and the head of a department, and that he is to be "responsible for the financial administration of the grant for the Service under the control" of his department. The duties and responsibilities are further explained in the Treasury Minute of the 26th November 1883, and in a circular sent out to all public

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departments on the 6th June 1882, from which the following is an extract:—

"It happily occurs but seldom that heads of departments or Accounting Officers order expenditure not permitted by superior authority, but it is very desirable that they should understand how serious a responsibility attaches to such an act."

"Accounting Officers will understand that if they are desired by their superior officers to order a payment which under Act of Parliament, Order in Council, Queen's Warrant, Treasury Minute, or otherwise, they believe to be wrong, they must represent their objections and the reason for it, to such superior officer in writing. If the order is then repeated in writing, they may obey without further responsibility, but if the officer directing the payment is not the supreme chief of the department, they should ask to obtain the authority in writing of such chief before obeying. The responsibility is then transferred to the directing officer, who will be held personally liable. The report of the Public Accounts Committee shows that the action of the Treasury in enforcing such liability will be supported by the Committee, and my Lords are anxious that there should be no misunderstanding on this point throughout the Service."

It follows from this that the Accountant-General, as "Accounting Officer" for all Army expenditure, occupies a somewhat exceptional position among the War Office officials, and has peculiar duties and responsibilities. He represents, as it were, the financial conscience of the department. It is for him to see:—

- (1.) That none of the money voted by Parliament is expended without due authority, under the rules laid down by Parliament itself and the Treasury.
- (2.) That the money voted is not deflected to purposes other than those which Parliament contemplated.
- (3.) That the Votes shall not be deliberately exceeded.
- (4.) That losses, and unremunerative expenditure generally shall not be written off without proper authority.

He is, in short, the custodian of the public purse, with responsibilities on the one side to the Treasury, and on the other to the Audit Office, and he is answerable to the Accounts Committee of the House of Commons.

Further, the duties of the Accountant-General are laid down as follows in the "Memorandum," presented to Parliament, "showing the duties of the principal officers and departments of the War Office," under the Order in Council of the 7th March 1899:—

"The Accountant-General, as permanent head of the Finance Division, and Accounting Officer for all Army expenditure of cash and stores under the Exchequer and Audit Act, is charged under the Financial Secretary with compiling the Estimates for submission to Parliament; with issuing money for all Army Services; with securing that accounts of all expenditure of cash and stores are correctly and punctually rendered; with auditing and allowing all such expenditure, and recording the same under its proper head of service in the annual account for Parliament; with issuing all warrants for the payments of moneys; with making all imprests to accountants and others; with the preparation of the annual account for Parliament; and with advising the Financial Secretary upon all financial questions."

FRANK T. MARZIALS.

War Office,
26th February 1901.

MEMORANDUM BY MR. C. HARRIS ON FINANCIAL CONTROL OF ARMY EXPENDITURE.

In any commercial undertaking finance is supreme. Everybody concerned in the management knows that he is working to produce a dividend; accounts are the main machinery of administration, and the centre of the whole system is the profit-and-loss account, which is the measure of both efficiency and economy.

The Army, on the other hand, is necessarily and essentially non-productive; there is no question of profits or dividends; efficiency is not expressible in terms of money; and accounts, in consequence, are no longer the main machinery of administration, the supreme test of success or failure, but a disagreeable necessity from which everyone is anxious to escape as far as possible. This essential difference dominates the

whole conduct of business in the War Office, and determines its financial system.

Money for Army services is voted by Parliament under certain votes and subheads of votes designed to show the immediate character of the expenditure to be provided for, not its ulterior purpose. For instance, the money spent in the Ordnance Factories is voted by Parliament as wages, materials, machinery, and so forth; there is nothing whatever in the estimate to show what guns, carriages, and other stores the country is to get for the money.

The accounts of voted expenditure, called Appropriation Accounts, show simply the total amount disbursed within the financial year under each vote and subhead. As their name denotes, they were primarily devised to show, and to enable the Exchequer and Audit Department to certify, that money voted by Parliament to the Crown for a particular object was in fact *appropriated* to that object. The whole system dates from a period when it was above all necessary to guard against a tendency on the part of the Crown to obtain money for one purpose and spend it on another; to get Votes of Parliament (e.g.) for the Royal Navy, and spend them on increasing the standing Army without the consent of Parliament, or on even more questionable objects. These Appropriation Accounts, though sufficient for the purpose of Parliamentary control from this point of view, afford no more information as to the ulterior purpose of the expenditure recorded in them, or as to the results obtained, than the Estimates themselves; and the accounts kept by the War Office and in the various military districts are designed simply to produce the Appropriation Accounts, and to secure the honesty of those through whose hands the expenditure passes. Viewed as *accounts*, apart from the vouchers, which show whether the payments made are according to regulation or contract, they serve no other purpose.

The system is, in fact, so rudimentary that no even moderately complicated commercial business—and the administration of the British Army is probably more complicated than any business in the world—could be conducted successfully without something further; something that would classify and exhibit the expenditure according to the purposes for which it is incurred, distinguishing between “capital” and “maintenance,” between the working expenses of different branches of the organisation, and so on; something that would supply at least some general test of the economic efficiency of the organisation and working of the concern, such (e.g.) as the train-mile unit in railway management.

In only one part of the Army system is anything of this kind attempted. In the Army Factories, manufacturing accounts are kept in addition to the Appropriation Accounts, to show what articles are produced for the wages, materials, &c., expended, and what each article costs. Even then it is difficult to make a just comparison between the trade and factory prices of articles, and still more difficult to secure anything in the nature of “payment by results” in factory management; but at least these accounts admit of being used as a machinery for bringing home, to those entrusted with the management of the factories, some measure of responsibility for economic results.

But, outside the factories, there is nothing of the kind. In a few instances, some little advance on these lines would be possible. Take, for instance, the Army Ordnance Department, the main business of which is to supply the Army with stores of all kinds. For this purpose, it has depôts at various places in each district. It would be possible to collect the expenditure of this Department under the various votes and subheads of the Appropriation Account—Staff, Wages, Buildings, &c.—into accounts which would show separately the capital expenditure on extensions, and the total working expenses of each depôt. It would be possible, further, so to record the goods received, held in store and issued, as to work up to an annual cost per ton handled, or some unit of the kind, by means of which the economic results of the working might be compared, depôt with depôt, and year with year. If something of this kind were done, and if the officers of the department, from the head downwards, depended for their continued employment or promotion mainly on the results so shown, they might be said truly to be *responsible* for the conduct of the business, and might be allowed the “free hand” by which, in business, such effective responsibility would be naturally accompanied; but with the free hand, and without corresponding accountability, while they might be said to be responsible for efficiency in a military sense (i.e., divorced from economy),

for economy there would be no responsibility at all. For efficiency admits of being tested by inspection, and, in case of failure to supply stores, by the complaints of the troops; but of economy there would be no test whatever.

As we come to the more military parts of the organisation, the difficulty increases. Take, for instance, a transport company of the Army Service Corps, regarded as comparable with the teams of an ordinary carrier. The pay of the men is in one vote, their food, clothing, barracks, vehicles, harness, horses, in others, all indistinguishably mixed up with expenditure of the same immediate character, for other men and for different purposes. There is no account which shows what the company costs, or what carriers’ work it does in return; and, indeed, the fact that much of its energy is devoted to purely military training, of no immediate economic value, would make the task of producing any useful account on these lines one of surpassing difficulty. When, finally, we come to the purely combatant parts of the Army, there is no longer any economic unit by which the return for expenditure could be gauged, or to which a scheme of account could be directed.

The above explanation, and a glance at an Army Appropriation Account, will make it evident that, generally speaking, the Army accounts will not show the financial effect of any administrative change or executive act. No auditor, however skilled, could pick out of them the necessary information to show the financial effect of such change or act; and indeed, in the majority of cases, the accounts would never reveal that any change had taken place.

Thus, except in the factories, the Army account system, from the very nature of the case, fails utterly to produce anything that a business man could call financial responsibility. In the War Office, the “financial responsibility” of the head of a military department means no more than his obligation not to exceed, deliberately or avoidably, the sums which he himself has estimated to spend, without obtaining the authority of the Secretary of State; and there are other not less striking differences between the conditions of administration in the War Office and in commerce. To make the administration of a railway at all comparable with that of the Army, we must suppose four radical changes:—

1. That the whole system is worked as a “free ferry,” supported out of the rates, and earning nothing.
2. That it has an absolute monopoly, there being no other concern with which its expenditure can be compared.
3. That normally it is not really worked but only “exercoised” with a few dummy passengers and make-believe parcels of goods; but that at uncertain intervals it has suddenly to do its real work, always under new conditions and always at extreme pressure, so that the test of constant steady working is absent.
4. That the only accounts it keeps are just sufficient to produce an annual statement of cash expenditure, without distinction between capital and maintenance, under such heads as—

Staff and wages.

Food.

Clothing.

Rolling stock and stores of all kinds.

Permanent way and buildings.

Given so uncommercial a state of things, is it not clear that, unless there is to be complete irresponsibility in matters of economy, some uncommercial form of control is necessary?

Now the sole form of control which the Army Estimates and accounts offer is limitation of the totals of particular votes and subheads. Some control of total expenditure, exercoised by the Treasury, is, of course, an unavoidable necessity; but from a War Office point of view this control, however necessary, is essentially irrational, in that it is based, not so much on a consideration of the proposals of the military departments on their merits, as on the state of the exchequer. The control of the Secretary of State over particular votes and subheads, if exercoised in the same way, without full examination of details, would be equally irrational, because the total of each subhead is the resultant of an indefinite number of causes affecting all districts and all arms of the Service, and stands in no perceptible relation to any one question of policy or administration. Such control, which could only take the form of arbitrary reductions of the sums asked for by the military departments, would be bad from every point of view. It has been said that the existence of a fixed

limit forces the head of each military department to exercise strict economy, in order to make his money go as far as possible; but, in fact, no such fixed limit does or can exist, unless efficiency is to be sacrificed and responsibility destroyed. Circumstances arise which make it necessary either to increase a particular vote or to sacrifice really necessary services. If the vote is not increased, the military head can no longer be held responsible for efficiency. If, on the other hand, it is conceded that, for due cause shown, an increase in estimates will be granted, the virtue of the supposed fixed limit is gone; it is always open to the head of a department to put forward a necessary service and say that it cannot be carried out without an increased vote, however extravagant the general character of the administration of his department might be. It is not that he would deliberately commit, or connive at, extravagances; but how is he to know, in the main, whether his department is working economically or not? There are no accounts to show him, and he naturally believes, until something happens to convince him to the contrary, that there are no savings to be made.

The essential function of the Finance Department is to enable the Secretary of State to exercise a rational, instead of an irrational, control over estimates and expenditure. It examines the structure of the estimates, and any special proposals brought forward during the year, to secure that the cost of the programme is estimated as completely and accurately as possible—often a difficult task, by reason of the complicated secondary effects of an apparently simple proposal—and that the Secretary of State, in deciding, may have

before him all the materials necessary for the formation of a judgment on the "business" merits of the proposals.

It also examines the accounts of expenditure, to see that the money is devoted to the purposes approved by the Secretary of State and that (so far as vouchers can show) his orders and regulations have been duly observed. This examination is no mere duplication of the audit of the Comptroller and Auditor-General. It embraces points of economy and administration and secures that expenditure is sanctioned by the proper authority within the War Office itself; the audit of the Comptroller, like the professional audit of a commercial concern, is directed to points of correctness of form and statement of account, and secures that expenditure which it is beyond the powers of the Secretary of State to sanction is duly authorised by the Treasury or by Parliament.

Knowledge of the details of the estimates gives special value to the examination of the expenditure under them; familiarity with expenditure and with the way it comes into account is essential to the proper criticism of estimates. It is because the Accountant-General and his officers, year after year, have exercised these functions jointly that they are experts in Army finance to a degree which no military officer approaches. Of the value of their criticism in bringing out the true financial aspects of proposals, and in securing reconsideration of hasty and ill-considered schemes, innumerable examples can be furnished.

C. HARRIS,

Auditor of Factory Accounts.

4th February 1901.

APPENDIX II.

MEMORANDUM showing the DUTIES of the various DEPARTMENTS of the WAR OFFICE, and the RESPONSIBILITY of its PRINCIPAL OFFICERS to the SECRETARY OF STATE, under the Order in Council dated 7th March 1899.

The Secretary of State exercises administrative control over all Army Services, and the heads of all the principal departments, both Military and Civil, are responsible to him for the discharge of the duties assigned to them.

He is assisted by the Under Secretaries of State and the Financial Secretary.

A War Office Consultative Council, presided over by the Secretary of State, will meet when required for the discussion of such subjects as may be referred to it by the Secretary of State.

The Council will consist of the Under Secretaries of State, the Financial Secretary, the military heads of the principal Military Departments, and of such other Officers as may, on special occasions, be summoned to attend its meetings.

FINANCIAL DEPARTMENT.

The Financial Secretary is charged with financially reviewing the expenditure proposed to be provided in the Annual Estimates for Army Services; with financially reviewing any proposals for new expenditure, or for any proposed redistribution of the sums allotted to the different subheads of the Votes for Army services; with the financial control of the Manufacturing Departments of the Army, and with controlling and recording all contracts for Army services; with the audit of all Army expenditure; and with advising the Secretary of State on all questions of Army expenditure.

Department of the Accountant-General.

The Accountant-General, as permanent head of the Finance Division, and Accounting Officer for all Army expenditure of cash and stores under the Exchequer and Audit Act, is charged under the Financial Secretary with compiling the Estimates for submission to Parliament; with issuing money for all Army services; with securing that accounts of all expenditure of cash and stores are correctly and punctually rendered; with auditing and allowing all such expenditure, and recording the same under its proper head of service in the annual account for Parliament; with issuing all

warrants for the payments of moneys; with making all imprests to accountants and others; with the preparation of the annual account for Parliament; and with advising the Financial Secretary upon all financial questions.

Department of the Director of Contracts.

The Director of Contracts is charged, under the Financial Secretary, and in concert with the heads of the Divisions concerned, with the supervision of all contracts for transport; with the purchase or sale of supplies, stores, clothing, lands, and buildings; and with the supervision of all special local purchases. He will report the cost of production of stores in the Manufacturing Departments, in comparison with the rates at which similar stores could be purchased from the trade.

MILITARY DEPARTMENT.

Department of the Commander-in-Chief.

The Commander-in-Chief exercises general command over Her Majesty's Military Forces at Home and Abroad, issues Army Orders, and holds periodical inspections of the troops.

He is the principal adviser of the Secretary of State on all military questions, and is charged with the general supervision of the Military Departments of the War Office.

He is charged with the general distribution of the Army at Home and Abroad;

with the preparation and maintenance of detailed plans for the mobilisation of the Regular and Auxiliary Forces;

with the preparation of schemes of offensive and defensive operations, and with the collection and compilation of military information;

with selecting fit and proper persons for appointment to Commissions in the Regular Forces, and with proposing fit and proper Officers, whether of the Regular or Auxiliary Forces, for promotion, for Staff and other military appointments, and for military honours and rewards.

The Military Secretary deals with appointments, promotions and retirement of Officers of the Regular and Auxiliary Forces; with selections for appointments to the Staff, &c.; with the grant of honours and rewards, &c.; and with regulations for the admission

of candidates to the Army. He is also charged with the educational qualifications required from candidates for Commissions in the Army; with the education and examination of Officers; with the administration of the Staff College, Ordnance College, Royal Military College, and Royal Military Academy, the Duke of York's Royal Military School and the Royal Hibernian Military School.

The Director of Military Intelligence deals with the preparation of information relative to the military defence of the Empire and the strategical consideration of all schemes of defence; the collection and distribution of information relating to the military geography, resources and armed forces of foreign countries, and of the British Colonies and possessions; the compilation of maps; and the translation of foreign documents. He conducts correspondence with other departments of the State on defence questions, and is authorised to correspond semi-officially with them on all subjects connected with his duties.

The Officer in charge of Mobilisation Services deals with all questions connected with the mobilisation of the forces, including Field Army Establishments, and with the tactical examination of all schemes of defence.

Department of the Adjutant-General.

The Adjutant-General is charged with the discipline, military education, and training of the Officers, Warrant Officers, non-commissioned officers and men of the Regular and Reserve Forces and Militia of the United Kingdom, and of the Yeomanry and Volunteer Force of the United Kingdom when subject to Military law or when assembled for training, exercise, inspection, or voluntary Military duty;

with patterns of clothing and necessaries, with the maintenance of returns and statistics connected with the personnel of the Army;

with enlisting men for, and discharging men from, the Regular and Auxiliary Forces.

He will submit proposals for the Establishments to be provided for in the Annual Estimates, and it will be his duty to advise the Secretary of State on all questions connected with the duties of his department. In the absence of the Commander-in-Chief he will act for him.

Department of the Quartermaster-General.

The Quartermaster-General is charged with supplying the Army with food, forage, fuel and light, and quarters, with land water transport, and with remounts; with the movement of troops, and with the distribution of their stores and equipment; with administering the Army Service Corps, the Pay Department, and the establishments employed on the above Services; and with dealing with sanitary questions relating to the Army.

He will make such inspections as may be necessary to secure the efficiency of the Services under his control.

He will submit proposals for the Annual Estimates for the above Services, and it will be his duty to advise the Secretary of State on all questions connected with the duties of his department.

Department of the Inspector-General of Fortifications.

The Inspector-General is charged with the construction and maintenance of fortifications, barracks, and store buildings, and the inspection of Ordnance Factory buildings; with military railways and telegraphs; with the custody of War Office lands and occupied buildings; with advising as to the design and issue of Royal Engineer and submarine mining stores. He will submit proposals for the Annual Estimates for Engineer Services.

He will advise as to the general distribution of the Corps; as to the appointment of Officers to, or their removal from, responsible positions in connection with works; on all questions relating to the technical instruction of the Corps of Royal Engineers. He will make such inspections as may be necessary to secure the efficiency of the Services under his control, and it will be his duty to advise the Secretary of State on all questions connected with the duties of his department.

Department of the Director-General of Ordnance.

The Director-General is charged with supplying the Army with warlike stores and equipment and clothing; with the direction of the Ordnance Committee, and the Manufacturing Departments of the Army; with dealing with questions of armament, of patterns (other than those of clothing and necessaries), of inventions and designs, and with the inspection of all stores, whether supplied by the Manufacturing Departments or by contractor. He will administer the Army Ordnance Department and the Army Ordnance Corps, and will make such inspections as may be necessary to secure the efficiency of the Services under his control. He will submit proposals for the Annual Estimates for the above Services, and it will be his duty to advise the Secretary of State on all questions connected with the duties of his department.

The Chief Superintendent of Ordnance Factories is charged with the administration and working, so far as possible upon a commercial basis, of the Ordnance Factories at Woolwich, Enfield, Waltham, and Birmingham. He will submit estimates of the expense necessary to carry out the orders he may receive for Army, Navy, India, and Colonial Services; and will prepare the accounts of expenditure incurred in the factories for audit in the Finance Division and submission to Parliament.

The Chief Mechanical Engineer will give such advice and assistance as he may deem necessary, or as may be asked for by the Chief Superintendent, or by the Superintendents of Factories on all matters relating to the introduction, extension, improvement, and maintenance of all machinery and appliances in the Ordnance Factories. He will have free access to all Ordnance Factories, workshops, and other buildings, and will report to the Chief Superintendent on the general character and output of the work, with especial reference to speed and feed, piece-work rates, wages, quality and cost of labour, and he will advise generally as to the most economical methods by which the work can be carried out.

He will report direct to the Chief Superintendent, who, if the recommendations involve the saving or expenditure of money, will transmit them to the Financial Secretary, through the Director-General of Ordnance.

The Director of the Clothing Factory is charged with the administration of the Army Clothing Factory at Pimlico.

Department of the Director-General of Army Medical Services.

The Director-General is charged with the administration of the Medical Establishments of the Army; with the Medical Staff Corps; with the preparation of Medical and Sanitary Statistical Returns; and with the supply of Medical Stores to the Army; and will report to the Commander-in-Chief, Adjutant General, or Quartermaster-General, according to subject submitted.

Department of the Chaplain-General.

The Chaplain-General is charged with the supervision of the Chaplains of the Church of England; and with all questions connected with Church of England Services.*

Department of the Director-General of the Army Veterinary Department.

The Director-General is charged with the administration of the Veterinary Establishments and services of the Army, and with the preparation of Sanitary and Statistical Returns relating to the above Services, and will report to the Commander-in-Chief, Adjutant-General, or Quartermaster-General, according to the subject submitted.

DETAILS OF OFFICE PROCEDURE.

1. The head of each Principal Military Department will be responsible for questions belonging to his department, and for submitting them (when higher

* The direction of the Chaplains of other denominations is vested in the Permanent Under Secretary of State.

authority is necessary) to the Secretary of State, in a complete form, showing fully all the considerations involved.

2. When the question affects more than one of the Military Departments, the head of the department dealing with it will refer the papers to the other department or departments concerned, in order that the question may be considered in all its bearings before submission to the Secretary of State.

3. All important questions will be referred to the Commander-in-Chief before submission to the Secretary of State. Questions which do not require the Secretary of State's decision, but which affect more than one of the Military Departments, will be referred to the Commander-in-Chief for decision.

4. The principal Military Departments have power to authorise, without previous reference to the Financial Department, all expenditure covered by regulation and provided for in the subheads of the Estimates. All papers authorising charges in Army accounts will be marked to the Financial Department for consideration by the auditors.

5. Proposals by the principal Military Departments for new expenditure, for expenditure not provided for by regulation and in the subheads of the Estimates, for changes in authorised establishments, for new patterns, for alteration in existing patterns, or for changes in the quality of supplies or stores, or in the extent of authorised reserves, will be referred to the branch of the Financial Department which deals with the subject for report. The Financial Department will return the papers, when reported upon, to the Military Department, and the head of the Military Department concerned will obtain the decision of the Secretary of State, if there should be a difference of opinion between him and the Financial Department.

6. All questions that have to be submitted to the Treasury will be referred to the Financial Department, and all letters to the Treasury will be signed by the Financial Secretary after the drafts have been approved by him.

7. Correspondence arising out of the examination of Army accounts, and all questions of the interpretation of regulations relating to pay and allowances, will be dealt with by the Financial Department in communication, where necessary, with the Military Department.

8. Appeals, by Officers and others, against decisions given in the Financial Department will be referred to the Military Department for remarks. Where the Military and Financial Departments differ in opinion on such questions, the latter will submit the papers for the decision of the Secretary of State.

9. All questions requiring the decision of the Secretary of State will be submitted through the Permanent Under Secretary of State.

The Army Board.

10. The Commander-in-Chief, the Adjutant-General, the Quartermaster-General, the Inspector-General of Fortifications, and the Director-General of Ordnance, or such of them as may be summoned, will form a board, under the presidency of the Commander-in-Chief, for the purpose of reporting upon—

- (a) Selections for promotion in the Army above the substantive rank of Major;
 - (b) Selections for staff appointments above the rank of Lieutenant-Colonel;
 - (c) Proposals for Estimates, *see* paragraph 16;
- and such other questions as may be referred to it by the Secretary of State.

11. The Accountant-General will attend the Board and give it such financial information as may be necessary; but the presence of the Accountant-General at the Board does not dispense with the necessity for submitting formally to the Financial Department all questions requiring financial consideration, *see* paragraph 5.

12. Additional Officers may, when necessary, be summoned by the President to attend the Board.

13. After a question has been considered by the Board, it will be the duty of the head of the Department concerned to complete the case, submitting it, when necessary, for the decision of the Secretary of State, *see* paragraph 3.

14. The Secretary to the Board will keep full records of its proceedings showing the questions discussed and the decisions arrived at in each case. Any member

who dissents from the decision of the majority will record his dissent in the proceedings of the Board.

15. The record of proceedings of the Board will be submitted by the Secretary for the information of the Secretary of State.

Estimates.

16. Before the detailed preparation of the Estimates is commenced, the Secretary of State, having before him the proposals made by the heads of the Military Departments for new or increased expenditure, will give the Army Board information as to the approximate amount within which the Army Estimates for the year are to be kept. He will then refer to the Board such of the proposals as he may desire them to report upon. The Accountant-General will supply the Board with any calculations or information as to the cost of the proposals before them.

17. The Board will then proceed to consider, and in their report they will indicate, the relative importance to Army requirements of the various proposals, and they will state which proposals they recommend for insertion in the Estimates of the year.

It will also be the duty of the Board to consider and to state in their report what economies are practicable in expenditure on Military Services.

18. When the Secretary of State has decided upon the proposals for Establishments and other services for the ensuing year, his decision will form the basis upon which the preparation of the detailed Votes and Appendices will be proceeded with.

Vote 6. Transport and Re-		
mounts	-	
Vote 7. Provisions, &c.	-	
Vote 8. Clothing	-	
Vote 9. Stores	-	
Vote 10. Works	-	

will be prepared in detail by the Military Departments concerned.

19. The other Votes will be prepared and completed by the Financial Department, which will also finally incorporate all the Votes, complete the Army Estimates, and submit them to the Secretary of State.

20. When the Votes for war matériel for the Navy and Army have been decided upon, the Financial Secretary, in consultation with the Director-General of Ordnance, the Director of Naval Ordnance, the Accountant-General of the Army, the Director of Army Contracts, and the Chief Superintendent of Ordnance Factories, will prepare a statement apportioning between the Manufacturing Departments and the contractors the sums provided under each item of the Army and Navy Store Votes, and the sum estimated to be spent on orders from India. This will form the basis of the Estimate for the Ordnance Factories.

Contracts.

21. The head of each Military Department will initiate all demands for services under his charge which require contracts to be entered into at headquarters, and tenders for such services will only be invited upon his requisition. Upon the tenders being referred to him by the Director of Contracts, he will state what tender should, in his opinion, be accepted. The lowest tender will not be passed over unless the head of the department concurs with the Director of Contracts in doing so; in that case, unless such a course is governed by approved precedent, the authority of the Financial Secretary will be obtained, to whom also will be referred any differences of opinion between heads of departments and the Director of Contracts as to the tender to be accepted.

Any points, other than those of mere detail, which arise upon the review by the Director of Contracts of local contracts, concluded in home and foreign commands, or of local purchases, will be considered and reported upon by the head of the department to which the service belongs.

22. When differences with contractors cannot be locally settled, and an appeal is made by a contractor to the War Office, the Director of Contracts will refer the papers, with his remarks, for the opinion of the head of the department concerned. The latter, when necessary, will obtain such information as may be required from the Officer responsible for the execution of the contract, and will then return the papers, with his opinion, to the Director of Contracts for disposal. When differences of opinion arise between the Director of Contracts and heads of departments, the matter will

be submitted for the decision of the Financial Secretary, and, when necessary, of the Secretary of State.

Army Orders.

23. Army Orders will be drafted in the department dealing with the subject matter of the order, and will be initialled by the head of the department as a guarantee of the necessity for, and the correctness of, the proposed order.

24. When orders and regulations affect more than one of the departments of the office, it will be the duty of the Army Regulation Branch to circulate the draft to every branch concerned.

25. All orders and regulations will be referred by the Army Regulation Branch for the consideration of the Commander-in-Chief before being submitted for the approval of the Secretary of State. When approved, they will be signed by the Commander-in-Chief.

Correspondence.

26. All letters from the War Office will be written in the name of the Secretary of State for War, and with the exceptions contained in paragraph 26, will be signed by the head of the department dealing with the question, or by an Officer authorised to sign for him.

27. Letters addressed to public departments, except to the Treasury (*see* paragraph 6), to Members of Parliament, to municipal or other public bodies, will be signed by an Under Secretary of State.

28. Records of correspondence will be kept in the departments dealing with the subject matter of the letters.

29. All letters to the War Office, and all returns, reports, &c., will be addressed to the Under Secretary of State, and will be distributed by the Registry to the various departments concerned.

APPENDIX III.

NOTES BY COL. WATSON, C.M.G., ON THE SYSTEM OF REGISTERING PAPERS IN THE WAR OFFICE. (*See* Question 6546.)

1. The importance to any administrative office of a thoroughly satisfactory system of registering its papers cannot well be over-estimated. Upon it, to a very great extent, depends the ease and speed with which the work of the office can be performed. The more perfect the system the more completely is all unnecessary and useless correspondence eliminated.

2. In the case of a large establishment such as the War Office, with its numerous branches, complicated system and enormous mass of correspondence on so wide a range of subjects, it becomes of paramount importance.

3. The object is to so classify and keep the papers that, at the shortest possible notice, all those relating to any given subject can be produced.

4. To enable this to be done the following general principles must be kept in view, viz. :—

- i. Each paper and each of its enclosures must be separately identified.
- ii. The papers must be arranged in files or bundles, each relating to one subject and one subject only.
- iii. A two-fold index or register must be kept so that :—
 - (a) Given the register number, the subject can be ascertained; and
 - (b) Given the subject, the register number can be ascertained.

iv. A record must be kept of transits so as to be able to locate papers in circulation.

v. No arrears of work must be allowed to accumulate even for a *single day*, either in registering fresh papers, in recording transits, or in putting away files returned to registry in their proper pigeon holes.

vi. There must be a proper system of "bringing forward" arrangements.

5. 4 (v.) above will usually render it necessary for the registry branch of the office to begin work earlier and continue it later than the other branches.

6. The following remarks should be prefaced by the statement that if anything in them appears to reflect upon the War Office Registry, it must be understood that it is the system that is criticised, and not the individuals who carry it out. The latter are invariably and uniformly civil and obliging in every way, and help us to the best of their power; but they have difficulties to contend with which hamper their efforts and render the task of keeping the correspondence in order a very troublesome one. It is desired to lay particular emphasis upon the point alluded to above, namely, that criticism is levelled against the system and not against those who have to work it.

7. As there has been no opportunity of carefully examining the present system of keeping the War Office Registry Books, the subject has necessarily been approached from the point of view of the outsider who has to deal with the papers subsequent to registration,

8. The following remarks, therefore, do not profess to cover anything like the whole ground, but they may, it is thought, suffice as a basis for discussing the best means of improving the present system of registering those papers which appertain more especially to this Branch (I.G.F. 3). They are not intended to be taken as a "cut-and-dried" scheme for remodelling the system of registration of War Office papers generally. They represent merely certain modifications in, and developments of the present system which the experience gained in I.G.F. 3, during the last few years, shows to be required for I.G.F. 3's papers.

9. As will be seen, some of the suggestions now made have already been introduced experimentally in part and found to work well, requiring now merely the imprimatur of official recognition; others, involving an initiative greater than I.G.F. 3 can give, have not yet been tried, but of these the desirability is believed to be capable of conclusive proof.

10. The work administered in I.G.F. 3 under the Barrack Reconstruction Fund and Military Works Loan has comprised many very large schemes, involving the expenditure of great sums of money and spreading over several years. Though based in the first instance on broad statements and comprehensive general principles, yet, as the work progresses, it becomes absolutely necessary to examine questions of designs of individual buildings, estimates, contracts, bills, staff, &c. in detail.

Difficulties which are, perhaps, of minor concern in less extensive correspondence become of first importance in the case of these larger schemes.

11. It is at once evident that, after a few months, and much more after a few years, the mass of correspondence dealing with one of these large schemes is very considerable indeed, and that, therefore, to enable the administration to be efficiently performed, it becomes essential to break up the mass into a series of "files" of manageable dimensions, each dealing with a well-defined portion of the scheme, and to rigidly maintain a system of registration (or arrangement of the papers) which shall ensure the correspondence dealing with these portions (or "separate subjects") being kept distinct.

This is, of course, merely a development of the principle of separation of subjects which has long been prescribed in the King's Regulations, and which must of necessity form the basis of any sound system of registration.

12. Experience proves, however, that extreme care is necessary to preserve what may, perhaps, be styled the "exclusiveness" of the file, and that, unless great attention is paid to this point, a file which has been started to deal with one particular subject will end with a discussion on an entirely different one, not unfrequently having meanwhile touched upon several equally distinct subjects. Numerous examples of this are in existence.

13. The initial difficulty, however, lies in the determination of the exact limits of the portions of the correspondence that require to be treated as "separate subject." This is the keynote of the whole system, and upon the judgment shown in it, coupled with the

strictness in subsequently adhering to the limits decided upon, will depend the degree of success obtained in simplifying the correspondence and facilitating work.

14. Without a thorough knowledge of the technicalities of the work, and of the principles upon which it is administered, it is practically impossible to determine the proper limits for these "separate subjects," and no satisfactory result can, therefore, be expected unless the aid of the branch dealing with the papers is invoked to assist the purely clerical Registration Branch.

15. Some attempt has been made to supply this aid in the case of I.G.F. 3 papers by arranging with the Horse Guards Branch of C.1 to send letters on Barrack Loan subjects to I.G.F. 3 in the first instance to ascertain how they should be marked up; and, in so far as this has been done, much good has resulted. But the arrangement is as yet unrecognised. It is thought that, if it could be officially sanctioned, one great difficulty in the way of a satisfactory system of arranging the correspondence in "files," each dealing with a well-defined "separate subject," would be overcome.

16. One of the greatest sources of inconvenience and delay in dealing with papers is the difficulty of obtaining "former papers" because they are in use in another Branch. These delays have in the past frequently been of the most serious character; days and weeks, and sometimes *even months*, having been lost in waiting for former papers without which it has been impossible to deal with some new paper (and this, it may be remarked, is probably one of the most common causes for the delay in sending replies to their letters, of which G.O.C.'s not unreasonably often complain).

This difficulty must probably always exist in some degree, but there is not the slightest doubt that its present magnitude might be very materially reduced by the adoption of a sound system of subdivision of correspondence into "files," each dealing with a "separate subject."

17. It is clear, however, that to obtain the best results, it is necessary, when deciding on the limits of the "separate subjects," to take War Office procedure into account, and to classify the papers in some sort of relation to their circulation amongst the various branches of the War Office, arranging as far as possible that the portions of correspondence (or "separate subjects") requiring reference to any one group of branches are kept as distinct as possible from those which have to be referred to another group. If this be not done, all action is of necessity stopped as regards one portion of the question, while the file is with branches which have to consider another portion; whereas, if the files are suitably arranged, it is often possible to make progress with both portions simultaneously.

18. Taking some of I.G.F. 3 papers, for example, correspondence dealing with *Designs of Buildings* may have to be referred to Q.M.G., D.G.A.M.S., D.A.S., or the Army Sanitary Committee, &c., while it does not concern the branches dealing with finance, and would seldom have to be subsequently drawn from Registry by any Branch of War Office except I.G.F. 3. On the other hand, questions of finance, contracts, &c. require to be referred to D.A.C. and F.B., whereas they do not usually concern the before-mentioned branches.

19. Moreover—and this is an important point which is often lost sight of—the initiative in separating the subjects and starting the files must be taken in the War Office.

That this is the case a little consideration will show.

For instance, assume that a large scheme has been started by a letter from the War Office to a G.O.C., and discussed in a file of three or four letters, in which the main features of the scheme have been settled. G.O.C. then writes to War Office about one particular portion of the scheme. When writing, he must quote one of the War Office letters in the above file, and, with a merely mechanical system of registration, this letter of G.O.C.'s will be marked up to the letter he quotes, and so on with every succeeding letter. Thus it is inevitable that, unless the initiative is taken in the War Office, the whole of the correspondence will be in the same file, and this, as already shown, will in the course of a few months contain so many "separate subjects" as to be quite unmanageable, thus causing great delay, and seriously increasing the risks of confusion and error arising.

Again, as not unfrequently happens, the G.O.C. may quote a wrong War Office letter, and unless the initiative of setting this right (which often requires technical knowledge) is taken in the War Office great inconvenience and confusion result.

20. It will doubtless have been gathered from what has been said so far that the experience gained in I.G.F. 3 points clearly to the conclusion that the "file," and not the individual paper, should be the registration unit. It is believed that in the full recognition of this principle lies the key to the solution of many of the difficulties at present met with in connexion with the registration of papers.

21. To speak plainly, it is considered that every registered paper without exception should be assigned to a particular file bearing a distinguishing title and number, and that the papers in each file should be numbered consecutively, the first paper being clearly marked "initial paper." The paper would thus be identified by its file number plus the sub-number indicating its place in the file.

Incidentally there would be the further advantages—

- (i) that it would be easy to see at a glance the proper order of the papers in the file, and whether any were missing; and
- (ii) that the present necessity of what is called "marking up" would no longer exist.

22. Moreover, every paper in the same file should bear identically the same title (*viz.*, that of the "file") under the heading "subject" on the front page of the jacket; for, should the contents of the paper show that this title is unsuitable, it is probably an indication that the paper has been marked up to a wrong file, or that it is advisable to start a new file.

It is, moreover, clear that one of the desiderata of a registry, *viz.*, the power to identify and produce promptly the papers on any given subject when the register number is not known, can only be attained by a suitable classification of the papers into files with systematically allotted titles of which a complete index is kept.

23. As a matter of fact, an Index of Files of M.W.L. papers is now being kept in I.G.F. 3; and I.G.F. 3's "noting books" are now arranged on the basis of the "file" system, and the papers themselves have for some little time past, as an experiment, been marked on the outside of the jackets with a stamp on which the number of the file and the order of paper in the file are shown as described in paragraph 21 above.

24. Each "file," moreover, should, it is considered, contain its own "précis," which, for the sake of convenience, should be kept in the top paper. This précis should contain:—

- (a.) A brief history of the subject dealt with, covering the period prior to the date of the "initial" paper of the file. It is not intended, it would be impossible, that this should entirely obviate the necessity of referring to other files; it should, however, be sufficient to give a general idea of the origin of the subject, whilst at the same time giving references to the papers where the full history can be found. (It is desirable that this brief history should also be given in the "initial" paper in case the précis should at any time be lost.)
- (b.) An abstract of each paper in the file. (This would be identical with the branch "notings" of the file mentioned in paragraph 23.)
- (c.) References to papers dealing with cognate subjects or to subjects referred to in Stations letters in the file which have been extracted or "separated" for action to other files.

25. It will very probably be thought that the keeping up of these précis (which should be done by the Branch concerned and not by the Central Registry) will cause a great deal of extra work; and it is quite true that in one direction extra work is entailed, but the system has been experimentally tried in I.G.F. 3 for some considerable time past, and it has been found that the saving of labour in other directions more than outweighs this objection, and it will readily be perceived that when a file is passed for action to a Branch or an individual who has not seen it before or not for a long time, the existence of a précis, which will enable it to be seen in a few moments how the precise point for action has arisen, is a great boon.

26. As already pointed out, the aid of the technical Branch dealing with the papers is necessary to

enable the correspondence to be arranged in proper files; and it is considered that official recognition should be given to this by vesting in the several branches the requisite amount of control over the papers with which they are primarily concerned, and by making them correspondingly responsible for the arrangement of these papers. Apart from all other considerations, the fact that the Branch principally dealing with any particular papers is the one that suffers most if they are unsuitably arranged makes it a "common sense" principle to hold that Branch responsible for their arrangement, and to give it the control necessary for the purpose.

27. However satisfactorily the existing W.O. series numbers may be found to work in other branches of W.O., yet the whole weight of experience in I.G.F. 3, goes to show that, for I.G.F. 3 work, at any rate, the infinitely preferable system is to have one and the same series number for the whole of the papers primarily dealt with by this Branch, no matter what subjects they may relate to. Fortunately for I.G.F. 3, at the commencement of the Barrack Loan Work, the series number 24/ was set apart for papers dealing with these services, and this has practically come to be the identifying number for I.G.F. 3 papers.

Its existence is, however, in reality, inconsistent with many of the earlier series, e.g., 7/ 8/ 10/ 18/, and from time to time some little difficulty arises owing to this.

The existence of this "Branch" Series No. 24/ for I.G.F. 3 papers has undoubtedly much facilitated the arrangement of I.G.F. 3 papers in suitable files, and proves, it is believed, what a great advantage it would be, could official recognition be given to the arrangement which, by the courtesy of C. I., is already partially in existence, viz., the complete control of I.G.F. 3 over the opening, marking up, and closing of all papers on the 24/ series. And it would be a further advantage if it could be arranged that (except by agreement with I.G.F. 3), no other branches should open papers or write letters on the 24/ series.

28. This, however, opens up, more or less, the whole question of the system of registering W.O. papers generally, with which these notes do not profess to deal, for it is felt that it must be a matter for serious consideration to what extent it is possible to deal with I.G.F. 3 papers differently to those of other branches of the W.O.; but without some such arrangements as are above indicated, it is considered that it will be very difficult, if not impossible, to maintain a proper system of "files" which, as already stated, is believed to be the only really satisfactory basis for a sound and successful system of registration.

29. It may perhaps be said that while, so far, much has been said as to the necessity of preventing more than one subject being dealt with in the same file, but little, if any, reference has been made to the need for ensuring that each file shall contain all the information necessary for dealing with the "separate subject" to which it relates.

It is true that at the present time this is a very real difficulty, the necessary information being not unfrequently scattered over several bundles of papers. But this is due primarily to the fact that the "file" system as described in the foregoing remarks is not in existence, and it is believed that, if it were in existence and worked in the manner described, this difficulty would practically vanish. Moreover, the maintenance of the file précis (see paragraph 22) would form a very useful safeguard in this respect.

30. While dealing with the subject of registration, one other point may perhaps be touched upon, viz., the advantage that would result from the adoption of a uniform system of "filing" the papers both at W.O. and at District Headquarters. The risk of wrong W.O. register numbers being quoted by G.O.C.'s would be materially reduced, and all that would be necessary would be to notify to G.O.C.'s from time to time the arrangement of the "files" in W.O. This, it may be remarked, is at the present time actually being done by I.G.F. 3 to some extent, and, as a tentative measure, in the case of M.W.L. (Barrack) Services.

31. Were this system adopted, the main correspondence (i.e., the letters passing between W.O. and G.O.C.) would be identical at both places, and the only difference in the two files would be that the W.O. one would contain in addition the W.O. Minutes, whereas the District Headquarters file would contain the local subsidiary correspondence instead.

Summary.

32. In conclusion and to "sum up," it has been found, by long experience in I.G.F. 3, that the existing system of registering W.O. papers does not meet all the requirements of a Branch dealing with large and comprehensive Barrack Building Schemes. The foregoing "notes" explain, it is hoped sufficiently clearly, the difficulties that exist and what has been done to meet them, and show that the modifications required may be classified under the following heads, viz.:-

1. The official recognition and development of the system of arranging I.G.F. 3 papers in "files," each dealing with a well-defined "separate" subject.
2. Official recognition of an arrangement by which C.I. shall consult I.G.F. 3, before registering, as to the marking up of 24/ papers so as to ensure that they shall be given the desired titles and placed in the desired files.
3. All I.G.F. 3 papers (no matter on what subject), and these only, to be on the No. 24/ series.
4. I.G.F. 3 alone to have the power to open or close papers on the 24/ series, or to write letters thereon.

(Signed) C. M. WATSON, D.I.G.F.

4th March 1901.

APPENDIX IV.

(A).—MEMORANDUM BY THE ACCOUNTANT-GENERAL ON THE CONTROL OF TREASURY OVER ARMY EXPENDITURE.

1. The Treasury control over the War Office is exercised in three forms—

- (a.) Control over estimates.
- (b.) Control over the total expenditure under each vote, and, in certain conditions, under each subhead and item of the estimates.
- (c.) Control over details.

(a.) Control over Estimates.

2. This, in its initial and larger stage, is the control of the Chancellor of the Exchequer, who settles generally with the Secretary of State for War, and with the Cabinet, what is approximately to be the total sum submitted to Parliament on account of Army Services in any given year. If the proposed total shows any appreciable increase, the Secretary of State will probably justify the demand for more money, by

explaining to what cause the demand is due, as, e.g., a general scheme of reorganisation in the regular or reserve forces, an increase in the armed strength, an improvement in the soldiers' pay, a large proposal for the rearmament of the troops or of forts, the necessity for increased accommodation at particular stations, some general change in clothing, &c., &c.

3. A general total having been arrived at, the War Office proceeds to draw up the Estimates in detail, and submit each vote separately to the Treasury, with a covering letter, explaining more or less fully, as the circumstances may require, the reasons for any increase or decrease in the various items as compared with the sums taken in the previous year. The Treasury either accepts or demurs. The vote itself cannot be submitted to Parliament until Treasury sanction has been obtained.

4. The form of the estimate, it may be observed, is laid down by the Treasury, and no alteration of arrangement or classification of proposed expenditure can be made without the sanction of that department.

(b.) *Control over the total expenditure under each Vote and in certain conditions under each subhead and item of the Estimates.*

5. The moneys voted by Parliament are, of course, regarded as absolutely devoted to the services for which Parliament has voted them. But the Estimates are prepared in January or February, and cover expenditure to be incurred up to the 31st of March in the following year, and within the intervening 13 or 14 months, circumstances naturally arise involving a change of financial aspect and even policy. Prices vary, new demands present themselves. A deficiency in one direction has to be met by a surplus in another. Speaking generally, the Secretary of State has power to transfer money from one item to another in the same subhead of each vote, provided the subhead itself is not exceeded. But, speaking generally again, deliberate transfers between different subheads of the same vote, and still more between vote and vote, require Treasury sanction. In practice the formal previous sanction of the Treasury for a transfer between two subheads of the same vote is not asked for, unless some change of policy is involved; for instance, a rise in the price of food or forage would be met, as a matter of course, by a saving on fuel or rents, if there happened to be any saving available on those items. But formal application is always made towards the close of the financial year for authority to meet any probable deficits on particular votes by probable savings on other votes.

6. The difference between the amounts estimated and voted and those actually spent, under each subhead of each vote, are exhibited and explained in the Annual Appropriation Accounts. These accounts are formally submitted to the Treasury after the end of each financial year, and presented to Parliament.

(c.) *Control over Details.*

7. The issue of pay is regulated by Royal Warrant, and all allowances are governed by regulations approved by the Treasury. Under the term pay is comprised everything of the nature of salary or wages (except hired labour paid at the market rate), not only of Officers and soldiers, but also of persons of every description employed with or in connection with the Army, except those belonging to the ordinary civil service of the State.

No provision of a Royal Warrant can be changed without the authority of another Royal Warrant, and no warrant affecting finance can be submitted to the Sovereign until it has been referred to the Treasury. Special cases are, however, dealt with under the provisions of the Royal Warrant of 27th October 1884, known as the Dispensing Warrant, which enables the Secretary of State, with the approval in each individual case of the Treasury, and a report to Parliament, to go beyond the grants admissible under the Pay Warrant. As regards allowances, which may be defined as issues in kind to individuals or corps or money payments in lieu thereof, the rates or scales of allowance cannot be varied without Treasury approval, but in other respects the Allowance Regulations can be altered at the discretion of the Secretary of State.

8. Similarly with regard to pensions and other non-effective payments, the Secretary of State has no power to depart from the terms of the Royal Warrants except by recourse to the Dispensing Warrant with Treasury approval in each case.

9. When establishments have been fixed and included in Army Estimates, no addition should be made to the numbers of any rank during the financial year, but if unforeseen circumstances render unforeseen appointments or additions necessary, which will not cause an excess on the amount provided for in each vote, the same are to be notified to the Treasury with an explanation, even although the additional appointments may not cause an excess on the total of the vote.

10. All new civil situations, whether included in the Army Estimates under Establishment, New Works, or otherwise, are to be submitted to the Treasury if they carry with them rights to pension under the Superannuation Act. Appointments of hired men at market rates, or on scales of pay or wages fixed by regulations approved by the Treasury, do not require Treasury approval, unless they will cause an excess on the sum taken in the Estimates.

11. No new work, i.e., fortification or Army building, of any magnitude provided for in Army Estimates is to be commenced without the previous sanction of Parliament; but if the work be urgent the Treasury have power to sanction commencement, without waiting for the vote of the year.

The funds for works and buildings services voted in Army Estimates are divided under separate parts, viz. :—

Part 1.—For new works, alterations, repairs, and maintenance, estimated at 1,000*l.* and upwards in each case.

Part 2.—For new works and alterations estimated at less than 1,000*l.*

Part 3.—Ordinary repairs and maintenance, estimated at less than 1,000*l.*

Each service voted under Part 1 is shown as a separate item and treated as such by the Treasury. The Treasury also treat as distinct items the totals of Part 2 and of Part 3 for all home stations and all foreign stations respectively.

Excesses, Part 1—

(1.) In the case of works the total cost of which is estimated at less than 6,000*l.*, the approval of the Treasury is required if the approved estimate is exceeded by more than 10 per cent. or 300*l.*, whichever is greatest.

(2.) In the case of works costing 6,000*l.* or more than 6,000*l.*, the approval of the Treasury is required if estimate is exceeded by more than 5 per cent. or 1,000*l.*, whichever is greatest.

(3.) The same principle is applied if there is any excess in the provision made for the year for any particular work.

Any work of an urgent nature required during the year and not provided for in Army Estimates, the estimated cost of which exceeds 1,000*l.*, requires the previous sanction of the Treasury. When funds are not available on Parts 2 and 3, services of an urgent nature estimated to cost less than 500*l.* may be undertaken without previous Treasury sanction, a quarterly statement being submitted to the Treasury of such services; while for services over 500*l.* special Treasury sanction must be obtained. Treasury sanction is given in such cases on the understanding that the excesses will be met by savings on the vote generally.

Treasury sanction is also necessary in the following cases:—

(a.) For the purchase, sale, or exchange of land or premises, when the estimated value exceeds 1,000*l.*

(b.) For interest payable on purchase money for land or premises, if there is anything unusual in the claim either as to amount, rate, period, or in any other way.

(c.) For services executed jointly with colonies (e.g., Malta drainage).

(d.) For contributions towards cost of works, &c., made to public bodies or private individuals.

(e.) For the insertion in Army Estimates of a service estimated to cost over 30,000*l.*

12. There are besides special rules requiring Treasury sanction for certain administrative acts; the underlying idea being generally to secure an impartial tribunal in cases in which the department might be exposed to undue outside influence. These are—

(a.) The discharge of a loss, deficiency, or overissue of cash or stores of any kind. General Officers Commanding have lately been given powers under this head up to 1*l.* for cash and 10*l.* for stores, provided there is no proof or presumption of theft or fraud. The Secretary of State for War deals with losses of stores (except in cases of theft or fraud) up to 100*l.*

(b.) The granting of an increased price to a contractor under a formal contract.

(c.) Compensation to a contractor for loss due to departure from terms of contract.

(d.) Abandonment of claims for excess cost of stores, &c., purchased against contractors in default; and of fines for delay in execution of contracts, if extra expense to the public has resulted from the delay.

(e.) Rewards to inventors exceeding 25*l.* in any one case or 50*l.* in the year; and royalties exceeding 15 per cent. on the value of patented articles or otherwise of exceptional amount.

(f.) Gifts of public property to Colonial Governments, public bodies, or individuals.

GENERAL REMARKS.

13. All financial rules appear elaborate when put into print. But generally it may be stated that the Treasury rules as to the control of Army expenditure are reasonable, having in view the objects to be attained, and are reasonably applied. Sometimes, no doubt, the departments differ; but, if the matter is of sufficient importance, the Secretary of State can always appeal to the Chancellor of the Exchequer, and, in last resort, to the Cabinet.

Nor does the appeal to the Treasury, in practice, involve appreciable delay. If the question is of real urgency, the Treasury are always ready to meet us, and a personal conference or semi-official note will, in nine cases out of ten, obtain an immediate decision, which can be acted upon pending more formal confirmation; while in war time it is fully recognised that both the Secretary of State and, even to a greater extent, the officer in command of the Army, must possess almost unlimited power to order necessary expenditure.

14. Financially it is, in my opinion, of advantage that there should exist an outside tribunal, free from external or internal influence, to which the department can appeal where additional expenditure is in question; when it may seem desirable to temporarily depart from the provisions made by Parliament; when a relatively important loss of money or stores has to be considered; or when some special composition has to be made with a contractor.

15. In the above remarks I have not touched particularly on the kind of control which the Treasury exercises over the establishments, and to some extent over the organisation of the War Office, a control which the Treasury exercises over all public departments.

FRANK T. MARZIALS.

War Office,
24th January 1901.

(B.)—MEMORANDUM ON THE AUDIT OF ARMY ACCOUNTS AS CONDUCTED BY THE EXCHEQUER AND AUDIT DEPARTMENT.

The audit (furnished by the Comptroller and Auditor-General) applied to Army Accounts by the Exchequer and Audit Department is divided into four sections, as follows :—

1. Appropriation audit.
2. Detailed test audit.
3. Store audit.
4. Manufacturing audit.

1. The Appropriation audit is defined by Parliament under the Exchequer and Audit Departments' Act, 1866 (29 & 30 Vict. c. 39. s. 29), which provides that "in conducting the examination of the vouchers relating to the appropriation of the grants for the several services enumerated under Schedule B." (which includes Army Accounts), "the Comptroller and Auditor-General, after satisfying himself that the accounts bear evidence that the vouchers have been carefully checked, examined, and certified as correct in every respect, and that they have been allowed and passed by the proper departmental officer, may admit the same as satisfactory evidence of payment in support of the charges to which they relate."

The Appropriation audit embraces the whole of the receipts and expenditure which are recorded in the War Office Ledger, and carried thence into the Appropriation Account. The examination by his officers of the warrants, abstract accounts, and pay lists in the manner prescribed by the Exchequer and Audit Departments' Act (without a detailed examination of the manifold supporting vouchers), followed as it is by a check of all the transactions through the subsidiary books into the ledger, enables the Comptroller and Auditor-General to certify to the correctness of the appropriation of the receipts and expenditure for Army Services.

2. The detailed test audit, which was brought into operation under Treasury minute of 20th March 1876 (see Appendix 1 of the Report of the Public Accounts Committee, 1876), enables the Comptroller and Auditor-General to give a detailed examination as to authority to any part of the Army expenditure. It is customary to select for detailed examination one or more Votes, or portions of Votes, varying the programme from year to year, and the transactions in respect of them are examined thoroughly, the attention

of the War Office being drawn to any rates of pay and allowance or charges which are not strictly in accordance with the authorities and regulations. Special attention is also paid to the various points which may have been noticed by the Appropriation Auditors in their examination, these questions being referred to the detailed audit for further inquiry into all the circumstances of, and authority for, payments of an exceptional or unusual character. The detailed audit is applied equally to accounts which may or which may not have already undergone a check by the War Office. A continuous check is also applied to the expenditure in connection with salaried civil establishments and military education, and a concurrent audit of all military pensions granted is carried out with the object of stopping at an early date, if not of preventing, the issue of pensions not in accordance with regulations.

In his Report (paragraph 1) on the Army Account of the year 1886-7, the Comptroller and Auditor-General reported to Parliament that in the course of the preceding 11 years the whole cycle of Army Votes had been examined in detail, and gave a summary of the results obtained during that period.

With regard to non-voted accounts, in respect of which balances are included in the Army balance-sheet, a test examination prescribed by the Lords Commissioners of His Majesty's Treasury is applied and the results are included in the Comptroller and Auditor-General's Report on the Appropriation Account.

3. The audit of store accounts by this department was instituted by a Treasury minute of 15th November 1886. This examination is based upon the regulations issued by the War Department, the primary object of the audit being to ascertain that the existing regulations secure efficient control over the receipt and disposal of stores, and that these regulations are strictly observed. Under this audit a check is applied to a portion of the cash vouchers for stores purchased, and also of the production statements of the Ordnance Factories and Clothing Department, with the view of testing whether the quantities paid for and charged to the Army Votes have been duly brought on store ledger charge.

4. A test audit of the Army manufacturing accounts is carried out under the Army and Navy Audit Act (52 & 53 Vict. c. 31). The chief aim of the examination is to see that the cost results truly represent the cost of production, and this object is effected by tracing the allocation of the value of the labour expended and materials issued, from the earliest records, through a necessary series of abstracts into the cost ledgers.

FINANCIAL CONTROL AND AUDIT.

(C.)—MEMORANDUM BY THE ACCOUNTANT-GENERAL ON WAR OFFICE AUDIT OF ACCOUNTS.

1. The moneys required for Army service are voted by Parliament, and placed, as required, to the credit of the Paymaster-General at the Bank of England.

At home payments are made—

- (1.) By War Office draft on the Paymaster-General.
- or
- (2.) By the Paymaster-General on a running order from the War Office.

2. The payments by running order on the Paymaster-General (2) are by very much the least important in character and amount, and it may be as well to clear them out of the way before going further. They comprise, mainly, payments for retired pay, half-pay, and non-effective services generally—apart from soldiers' pensions—and the Paymaster-General acts in respect of such issues exactly as any other War Office Accountant would do, and renders a vouched account which is of a simple character and easily examined.

3. The payments made by War Office draft on the Paymaster-General (No. 1 above) are of much greater importance, and may be said to embrace roughly the whole bulk of Army expenditure. They may again be divided broadly into two classes—

- (a.) Final payments, i.e., payments made definitely, after full examination at the War Office—payments therefore in respect of which no further account is necessary, the transaction being entirely closed by the issue of the money and its acknowledgment.
- (b.) Payments technically called "Imprests," which are made to any person, mainly a Paymaster, who will have to render an account of the way in which the money has been expended.

4.—(a.) Final payments.—These payments amounted in 1899-1900, the last completed financial year, to

19,910,590*l.* (see statement annexed). Roughly, and not to go into confusing details, they comprise payments made in this office to contractors in respect of claims amounting to over 100*l.* The claims in question embrace—speaking roughly again—all the immense variety of articles coming under the general designation of stores, and supplies (food, forage, fuel), rents, transport by ship and rail,* buildings, lands, medicines, &c. For convenience, the payments for capitation, &c., to Volunteers, are also paid direct as final payments.

As regards these final payments, it is clear that they must be thoroughly examined at the War Office, for no one would think of paying an account, as presented, without exercising a strict control over services and details. Where, as in the case of buildings and medicines, for example, some professional check is required, that check is applied in the administrative branch—the Branch of the Inspector-General of Fortifications, or Director-General, Army Medical Department. Otherwise the examination, which comprises computation, comparison with contract, seeing that payments are in conformity with regulation, devolves upon the Accounts Branch.

5.—(b.) “Imprests,” or payments by the Paymaster-General for which a further account will be required.

These imprests amounted roughly in 1899–1900 to 26,986,900*l.* (see statement annexed). As already stated, they are mainly made to Paymasters; but the Postmaster-General is a large Imprest Accountant in respect of payments to pensioners and reservists who are paid by money orders, such money orders being practically cheques drawn upon him. The Paymaster's payments, like those of the Paymaster-General, are again divisible into two classes. He, too, makes final payments for stores, supplies, &c., when the bills amount to less than 100*l.*, and final payments of pay, allowances, travelling expenses, &c., to individual officers; and he, too, has his sub-accountants, to whom he makes imprests mainly for the payment of the troops, the troops being paid in detail, not by the Paymaster, but by the Captains of companies. The Captains render accounts of the sums they have received to the Paymaster, and the Paymaster examines the accounts, and embodies the corrected charges in the accounts which he renders to the War Office.

6. Between the Paymaster's direct payments and the accounts which he forwards in discharge of his imprests there is a very wide distinction. This was explained at length in the report of the late Sir George Lawson's Committee of the 23rd May 1896, which, as I understand, is before the Committee, and I need not go into the matter here at greater length. Suffice it to say that the recommendations of the Committee of 1896 have been adopted, and that it has been recognised that a test audit suffices in respect of the charges in the Paymaster's accounts which are supported by the accounts of his sub-accountants—accounts which he has himself thoroughly examined, and in which it is scarcely possible that he should establish any personal and sinister interest. This test audit is mainly directed to seeing that the Paymaster is himself exercising a proper check upon his sub-accountants.

With regard to direct payments a more stringent check is of course necessary.

7. I enclose reports from the various sub-divisions of the Finance Branch which deal with accounts, showing, in detail, the kind of check exercised over the various charges. The sub-divisions dealing with cash accounts are—

F. 3, which receives and computes all Paymasters' accounts, controls the balances of money in the Paymaster's hands, examines all payments in the nature of pay, and distributes to the other sub-divisions any vouchers containing charges in which, from their subject, such other sub-divisions are interested.

F. 4, which deals with all charges on account of the Reserve Forces, Militia, Yeomanry, or Volunteers.

F. 5, which deals with all charges for supplies, food, forage, lodgings, transport, whether sea or land.

F. 6, which is not properly an account sub-division, as it deals with officers' and soldiers' effects, and

enquiries after soldiers, but has one account of soldiers' effects.

F. 7, which deals with all charges for retired pay, half-pay, and pensions.

F. 11, which deals with all charges for buildings.

F. 12, which deals with all charges for stores and clothing, paid directly by the War Office.

F. 12A, which deals with the accounts of the factories.

F. 13, which deals with charges for stores and clothing, included in the Paymaster's accounts.

In the above remarks, I have spoken of cash accounts alone. But F. 5 deals also with store accounts of food, forage, fuel, and medicines; while F. 11 deals also with accounts of barrack stores, and F. 13 deals with all accounts of stores and clothing. F. 13 and F. 11 are also entrusted with the duty of checking stores locally, for the purpose of seeing that stocks in hand correspond with the stocks as shown in the accounts.*

8. In conclusion, I may perhaps forestall a question. It may be asked why all direct payments are not made through Paymasters, instead of partially through the Paymaster-General, when a sum of over 100*l.* is involved, and through Paymasters when the sum is less than 100*l.* The reply is that the larger contracts for the Army generally (e.g., guns and munitions of war) are necessarily made at headquarters; that it is not held desirable to place larger sums of money than is necessary in the Paymaster's hands, and moreover that, for the purpose of financing the Army, it is extremely desirable to have at the War Office the earliest information as to the rate of expenditure throughout the year, and its possible amount—information which only comes in tardily through the Paymaster's monthly accounts.

At foreign stations all payments, of whatever amount, are made by the Paymaster.

9. I annex a statement showing roughly the amount issued on imprest and as final payments during the year 1899–1900. It may be added that imprest issues given under the head of “Treasury Chest,” represent the amounts issued on account of Army service at foreign stations.

22nd January 1901.

FRANK T. MARZIALS.

IMPRESTS and final Payments made by the Paymaster-General during the year 1899–1900, on Orders from the War Office.

(This does not take into account non-effective payments issued by the Paymaster-General on standing orders from this office.)

	£	s.	d.	£	s.	d.
Imprests to Paymasters and other Accountants—	12,436,934	11	10			
Treasury Chests -	7,653,864	17	4			
Ordnance Factories, Imprests -	1,881,600	0	0			
Admiralty, Army Votes Suspense Account -	376,933	0	0			
India, Contingent for South Africa -	1,313,600	0	0			
Income Duty -	64,000	0	0			
Metropolitan Police, Pensions -	7,200	0	0			
Post Office, Deferred Pay Investments -	155,000	0	0			
Post Office, Money Order Accounts -	3,040,500	0	0			
Post Office, Position Finding Accounts -	20,000	0	0			
Advances to Volunteer Corps -	37,263	0	0			
Total Imprests	-	-	-	26,986,895	9	2
Army, Final Payments -	17,497,864	17	1			
Ordnance Factories, Final Payments -	1,489,082	8	9			
Reconstruction of Barracks Fund -	159,941	4	2			
Military Works Loan -	763,649	2	6			
Total Final Payments	-	-	-	19,910,587	12	6
Total issued	-	-	-	46,897,483	1	8

* Rail expenditure stands on a somewhat exceptional footing. After many experiments it has been found most convenient to the railway companies and to the War Office that all railway fares, whether the bills amount to 100*l.* or under, should be submitted directly to this office by the railway companies, and paid by this office through the Paymaster-General.

* The nomenclature of the sub-divisions in the Finance Branch is not symmetrical, nor are they symmetrically grouped. A proposal of mine to re-number and re-group has been postponed, pending the report of the Committee.

(D).—MEMORANDA BY SUB-DIVISIONS OF ACCOUNTANT-GENERAL'S DEPARTMENT ON NATURE AND EXTENT OF THEIR AUDIT.

ACCOUNTANT-GENERAL.

The Committee have asked to be supplied with a statement showing with reference to Head 2 of enclosed reference:—

1. The nature and extent of the audit applied in the districts to all local expenditure.
2. The nature and extent of the audit at the War Office both as regards accounts received from the District Paymasters, and accounts, such as bills, &c., that come direct to the War Office.
3. The nature of the existing financial checks on the War Office, in other words the extent to which the War Office is controlled by the Treasury and Audit Office.

H. J. GIBSON,
Secretary.

9/1/01.

For replies to 1 and 2 from various examining branches, see following statements.

For reply to 3, see Appendix IV., memoranda (a), (b), and (c).

F. 3.

Question 1.

The report of Sir George Lawson's Committee of 1896 is the best answer to question (1) as to the nature of the Paymaster's audit.

Briefly, he applies an independent audit to all payments made by Officers Commanding Companies, or by others who draw money from him on imprest, and sees that all these and the payments which he himself makes directly are in accordance with regulation or are made under authority.

Question 2.

Nature and Extent of the Audit given by F. 3 to Paymasters' Accounts.

A. The accounts of Paymasters are rendered monthly, and the charges therein are divided for audit purposes into two groups:—

I.—Charges coming through Company Pay Lists.

Generally referred to as "Regimental."

The pay list includes charges for pay, good conduct pay, and the multifarious forms of extra pay, extra duty pay, messing allowance, &c.

Audit in F. 3.

Only one-eighth of the pay lists are completely examined at the War Office, or, stated in another way, each pay list is examined three times in two years, at varying intervals.

The work of computing the amounts and checking forward the men's names from the previous month is done entirely by a staff of temporary boy copyists, the examination being generally done by clerks on the permanent establishment.

The scope of the examination is, of course, to secure that all charges are strictly in accordance with regulations.

The detailed method of examination is described in the printed pamphlet "Instructions for Examiners in F. 3."

This will show that the examination of a pay list is of a more complex nature than might at first sight appear. Messing allowance, for instance, is popularly supposed to be simply an addition of 3d. a day to a soldier's pay, but the complicated nature and conditions of the regulations governing the issue have been the cause of much misunderstanding, numerous overcharges, and consequent correspondence. (A reference to Army Order 65 of 1898, and its present equivalent, paragraphs 87-94 of the Allowance Regulations of 1900 will illustrate this point.)

A considerable amount of attention has also to be given to the balance sheets of Company Officers showing their liabilities and assets, and the state of their accounts generally. The officers in question are frequently quite inexperienced in financial matters, and consequently in danger of losing money.

To seven-eighths of the pay lists a "limited examination" is applied. This practically means checking the totals into the Paymaster's General State and

seeing that certain forms and certificates are completed.

II.—Charges which do not pass through Company Pay Lists.

Generally described as "District" services.

These consist of all payments to officers not made by Army Agents, the pay of clerks, nurses, labourers, &c., payments to contractors, claims of officiating clergy and doctors, deferred pay and other direct payments to soldiers.

Audit in F. 3.

Those of the nature of "pay" are thoroughly examined by F. 3 to the extent of one-sixth, or, in other words, the "district" charges in each Paymaster's Account are examined twice in each financial year at varying intervals.

In five accounts out of six all that is ordinarily done is to secure a receipted voucher for each item.

Charges for deferred pay always receive extra attention, as the regulations governing the issue are very complicated, and the division of the charge between the British and Indian Exchequers is important. On the other hand, payments which are indirect, such as the pay of departmental subordinates, are less closely watched, even in a fully examined account.

The bulk of the charges under Votes 3 to 10, and under the Non-Effective Votes, are dealt with by other sub-divisions and in different ways. As the Paymaster's Account remains in the custody of F. 3, it falls to that Branch to extract from it all charges and credits under those Votes which are dealt with by other sub-divisions, and to forward them to the proper quarter for examination or review. The various claims are computed according to the instructions which may have been given and included in a covering "Schedule," which is registered and despatched by F. 3. On return of the Schedule, which is carefully watched by F. 3, any disallowances which may have been made are noted by that Branch for recovery.

C.—Classification.

When an account is completely examined, the classification is reviewed, and mistakes, which are often very numerous, are pointed out to the Paymaster. "Classification," it will be understood, is the apportionment of expenditure to the various heads under which the money has been provided by Parliament in the Estimates, and is necessary in order to secure that there shall have been no misapplication of public funds.

D.—General Observations.

It should be clearly understood that the above rules are not applied blindly, but that an endeavour is made to subject all accounts examined to an intelligent review.

For instance, when the personnel of a Pay Office appears to be weak, the audit is more severe, and careful instructions are given as to the irregularities that come to light, to ensure an improvement in the Paymaster's work. To balance this extra labour, the accounts of an office known to be in good working order are not scrutinised so closely.

Special attention is also given to weak spots and to the working of new regulations, but whenever this is the case, something else has to be given up. For example, messing allowance is for the time fully examined, and we give up, as a set-off, the checking of hospital stoppages and regimental establishments.

Every effort is made to secure prompt audit, and it is recognised that when audit gets very much into arrears, it is little or no good.

Since the war began it has not been possible to examine the accounts on the same system as in peace time, as the untrained staff added to the Branch is of little use for examination purposes, and can only be employed on the mechanical work of securing vouchers, &c.

E.—Agents' Accounts.

The pay and allowances of Staff and Departmental Officers at home, and the great bulk of the pay and corps pay of Regimental Officers, both at home and abroad, are drawn through the Agents' quarterly accounts.

These accounts are thoroughly examined, as many are badly rendered and the amounts involved are

considerable; we find that, when the Agents are in doubt about an item, their practice is to charge the amount, trusting to the War Office examiner to throw it out if incorrect.

Regimental Officers have the option of drawing their pay either from the Agents or the Paymaster, and this increases work owing to the risk of double charges.

G. P. WIGHT.

16/1/01.

F. 4.

The charges against Army Votes which F. 4. deals with are:—

1. Cash issues to officers and men of Militia and Yeomanry, made by Company Officers and Paymasters.
2. Payments made by the General Post Office to Army Reservists on money orders drawn up by Paymasters, and reclaimed by the Postmaster-General direct from the War Office.
3. Annual and other grants to Yeomanry and Volunteer Corps, paid, as final payments, direct from War Office.

I. The audit in the districts is conducted by the Paymasters, and is complete as to all payments made locally, other than those made direct by Paymasters themselves.

II. F. 4. examine the whole of the payments unaudited locally, and, generally, not more than 12½ per cent. of the rest (i.e., one company of the unit).

Militia.

The payments of the men's pay and their bounties are made by Officers Commanding Companies, and are audited by Paymasters. But a rather higher percentage of the charges for bounties is examined by F. 4. than is the case with the pay. Bounties are paid only occasionally, and are governed by special conditions, and Paymasters and others require additional guidance in dealing with them. The rates of pay, &c., are similar to those in the Regulars, with which Paymasters are fully acquainted. The percentage of pay-charges in the Militia, which are examined by F. 4., is higher than that of similar payments in the Regulars examined by F. 3., because the Militia come out once a year only, and their methods of keeping accounts are thus under review very seldom, and because the Militia Company Officers and Colour-Sergeants have not the same familiarity with the operation of paying their men, &c., as their fellows in the Line have. Apart from these points, the system is the same as in F. 3.

The direct payments by Paymasters consist of officer's pay and allowances, travelling charges, and regimental allowances.

Army Reserve.

All payments of Army Reserve pay are effected by money orders issued by Paymasters. The value of these orders is recovered from the War Office on a claim sent direct by the General Post Office. The claim is checked in full with the lists sent in by Paymasters.

Yeomanry.

The charges for the pay of the Yeomanry are dealt with in the districts on the same system as in the Militia, but they are examined in full by F. 4., as upon them, to some extent, depends the issue of the annual grants to the force.

These grants are claimed once a year, direct from the War Office, by the Commanding Officers; the claims are examined in full; and the War Office pays direct the amounts earned. By this means audit is confined to that conducted by the Controller and Auditor-General, the payment by the War Office being final and Commanding Officers being required to render no account, but merely a statement showing under a few general headings the manner in which the money is expended, e.g., clothing, saddlery, ranges, &c., &c.

Volunteers.

The bulk of the payments to the Volunteer force are annual capitation grants which are paid on two occasions in the year, direct from the War Office, as in the case of the Yeomanry. The grants are either for efficiency, in which case claims are sent direct by the Commanding Officers to the War Office in the form of books, made up to the 1st November in each year, showing the conditions for efficiency performed by each member of the corps, or for attendance at camp, in which case returns showing names and dates of attendance are rendered by the Commanding Officer. The efficiency books are examined in full, as received between 1st November and 31st March, and the payment is made in one sum during the first week in April. The camp returns are examined in full, and payment made as soon as possible after the close of the camp. There is no audit other than that of the Exchequer and Audit Department, the payments being final and Commanding Officers being required to render no account, but merely a statement showing manner of expenditure.

The above applies to the greater part of the payments to the Volunteers, but there are some few payments, such as outfit allowance to Volunteer Officers, which are made from time to time during the year, but the method of payment, &c., is the same as for the capitation grants.

The only issues made through Paymasters are the allowances, &c., earned by Volunteer Officers at Schools of Instruction. These are paid direct by Paymasters and are examined by F. 4. in full.

(Signed) R. H. BRADY.

15/1/01.

F. 5.

F. 5 has financial control of the expenditure on the movement of troops and stores, and the purchase of remounts (Vote 6), on provisions, forage, fuel and light, rents and tithes, advertisements, barrack services, and the allowance in lieu, viz., ration, messing, forage, fuel, light, lodging, stable, field and colonial (Vote 7), on the medical and surgical supplies (Vote 2), and on veterinary supplies (Vote 1).

Audit in Districts.

The Paymaster is charged with paying only such services as are covered by regulation. Should the Paymaster receive a claim outside regulation, he returns it to the Officer Commanding for reference through the proper channel to the War Office for decision, if considered necessary.

The Paymaster is supplied with the material particulars of all contracts, including prices and conditions of payments, to enable him to verify claims.

The Paymaster audits all claims abroad and those less than 100l. at home, and sees that:—

- (1.) The rates, names, &c. are correct;
- (2.) The services charged for are in accordance with regulation;
- (3.) The claims are, when necessary, supported by the requisite certificates from Army Service Corps Officers who have examined them;
- (4.) Deductions are made for purchases in default;
- (5.) Receipts are given for all monies paid;
- (6.) The computation is correct;
- (7.) Rent and tithe claims are in accordance with conditions of lease, &c.;
- (8.) Gas claims have been checked as regards meter readings;
- (9.) The charges generally are properly classified.

When he has satisfied himself that the claim is correct, he pays it and renders it to the War Office in his monthly account.

Audit at War Office.

(1.) Of the Paymasters' accounts, five-sixths are "partially" and one-sixth "fully" examined. The partial examination is restricted to seeing:—

- (a.) That a voucher exists for every charge and credit;

Vote 7 only.

- (b.) That all supplies paid for are brought on charge in the supply account;
- (c.) That the classification is correct;
- (d.) That a receipt is secured for each charge;
- (e.) That all credits which have been promised are duly brought to account;
- (f.) That the charges on accounts of rents and tithes are correct. (These charges are also recorded in the proper War Office ledgers.)

"Full" examination takes note of all the points dealt with in "partial" examination, and, in addition, the other points dealt with by the Paymaster in his examination.

Agents' Accounts.

(2.) The Army Agents' accounts relate to allowances issued to officers, and as they are rendered direct to this office by the Agents, they are "fully" examined here.

A. S. C. bills.

(3.) Claims of 100l. or upwards come directly to the War Office from the Army Service Corps Officers, and they are "fully" examined at headquarters before payment is made.

Railway bills.

(4.) Railway and steamship companies (for coastwise journeys) render their claims for the fares of officers and men travelling direct to this office, supported by the warrants that have been handed to the booking clerks in exchange for the railway tickets.

The bills are computed in this office and compared with the warrants, the fares and the route taken are checked, and it is seen whether the charge is admissible against the public, or recoverable from the soldier who used the warrant. If the latter, steps are taken to see that the recovery is effected.

Sea Transport bills.

(5.) Army sea transport services are carried out by the Admiralty on the requisition of the Military authorities at home and abroad.

The Director of Transports, Admiralty, makes all contracts and agreements with shipping companies, and examines the claims against such contracts and agreements, especially in regard to technical points. He then passes them to the War Office, where, before being paid, they are subjected to an audit to ensure that:—

- (a.) The charges are generally correct and on account of Army service; for this purpose the Admiralty papers and contracts are open to War Office inspection;
- (b.) The grants of passages to officers and others are in accordance with Army Regulations.
- (c.) The charges for supplies of stores (coals, victualling, &c.) from Navy yards are generally in order and admissible against Army Votes.

Officers' claims.

(6.) Travelling claims of officers not on the staff of districts are rendered direct to this office by the officers concerned.

These are examined in the same manner as the Paymaster examines a travelling claim before payment.

Remount accounts.

(7.) All amounts are purchased at home by the Inspector-General of Remounts, who renders an account to this office supported by the necessary vouchers. This is "fully" examined, and it is also seen that the animals purchased are duly taken on charge by the various corps concerned.

(The accounts for remounts purchased in the Colonies are included in the Paymaster's account, and dealt with in this office as an integral portion of that account.)

Supply Accounts.

The provision and forage accounts, showing the quantities received from contractors and consumed by the troops, are compiled by the Army Service Corps and rendered direct to this department by the responsible Army Service Corps Officer. They are "fully" examined in this department, that is, it is seen that the quantities taken on charge agree with the quantities charged for by the contractor in his claim for payment, and that the quantities consumed are those allowed by regulation for the number of troops concerned.

The accounts rendered by Medical Officers for supplies consumed in Military Hospital, those rendered for fuel by Officers Commanding Corps, and those rendered by Governors or Wardens of Military Prisons and cells for supplies issued to prisoners, are forwarded to the Army Service Corps Officer of the district, who verifies them as to rates and computations before passing

them here; but this is not regarded as an audit, because it is this Army Service Corps Officer who passes the contractor's bill for the supplies in question to the Paying Officer, and he is, therefore, the direct accounting officer.

Surgical and Medical Accounts.

The contractor's claims for payment for these supplies are rendered to the Army Medical Department at Headquarters, where they are fully examined and passed to this Branch for payment. Before payment is made a percentage of the items, computation, &c., are checked.

The supply accounts are rendered to the Army Medical Department at Headquarters by the several Medical Officers in charge of hospitals, &c. They are fully examined in the Director-General's Branch, and a test audit is made in this Branch of about 10 per cent.

Veterinary Accounts of Medicines and Appliances.

Both the contractor's claims and the supply accounts are rendered to the Director-General, Army Veterinary Department at Headquarters, and are dealt with by the Director-General and this Branch on similar lines to the Medical Accounts.

F. 6.

1. No payments are made locally on the authority of F. 6, except those which the Paymaster is instructed to make on account of Effects, Orphans Savings Bank Balances, or Arrears of deceased pensioners and others. These would not be audited locally.

2. The only account received for audit by F. 6 is the Quarterly Effects Account, rendered by Messrs. Cox and Co., Army Agents, in which issues authorised by this section to representatives of deceased officers and soldiers are charged. These Effects Accounts are examined throughout, a proper receipt being secured from each payee, and the total amount correctly expended is allowed against the respective years of Effects and Heads of Service.

These are payments by an agent of sums belonging to deceased men, for whose correct distribution we are responsible, and it seems doubtful if we could properly dispense with an audit, or be satisfied with a test audit.

The audit of late years has not been very productive, but in ordinary years it only occupies one man's time for about 10 days once a quarter.

(Signed) A. J. MAJOR.

14/1/01.

F. 7.

A.—Accounts of Local Expenditure.

The accounts rendered to F. 7 are of the following classes, viz.:—

- (1.) Chelsea Out-Pension Accounts (Home).
- (2.) Chelsea Out-Pension Accounts (India).
- (3.) Chelsea Out-Pension Accounts (Colonial).
- (4.) Chelsea Out-Pension Accounts (Schedules to District Paymasters' Accounts abroad).
- (5.) Chelsea and Kilmainham In-Pension Accounts.

(1.) All payments included in the above accounts are made locally; but except in the case of the Indian accounts (which are audited by the Indian authorities), and of the Kilmainham Hospital Account (which is audited by the District Paymaster, Dublin), there is no local audit of any sort. The pensioners' life certificates are, however, examined locally, and are not sent to this office at all.

(2.) Owing to the great variety in the rates of soldiers' pensions, and the varying terms for which temporary grants are payable, it has been found necessary to completely audit all pension accounts at the War Office. The main part of the audit consists in checking forward the quarterly rate of pension from one account to the next; in checking all first charges against the original admission roll showing Chelsea's award of pension; and in seeing that payment ceases for all men whose death certificates have been sent to this office by local registrars.

(This latter is part of the machinery for checking personation.)

The actual money orders on which pensions have been paid are *not* examined at the War Office, nor are the totals of the advice lists, which have been already checked at the General Post Office.

The foregoing remarks apply with little modification to all out-pension accounts, but the vouchers are more completely examined in cases where the pensioners reside elsewhere than in the United Kingdom or Canada.

As regards the Chelsea and Kilmainham Hospital In-Pension Accounts, the audit by the War Office is as complete as possible, though it is, owing to the nature of the accounts, in many respects only a test audit.

B.—Paymaster-General's Non-effective Account.

This account is completely audited at the War Office, every voucher being examined and noted in the non-effective registers. No pay list is received with the account—only a schedule of the payments made.

(Signed) G. W. B.

16/1/01.

F. 11.

The expenditure dealt with by F. 11 comprises charges in connection with War Department works and lands.

I.

Local payments at Home Stations are confined to charges under 100*l.*, as explained in paragraph 161, Financial Instructions.

All contracts for works on which local payments will be made are passed to the Paymaster for notation. The bills of the contractors are first rendered to the local engineer officers under whose direction they are examined in regard to the technical details, and to the work actually performed, and when duly certified, are passed to the Paymaster. They are then computed and examined, to see that the charges are in accordance with the provisions of the contracts, and that they are rendered by the proper contractors; if found correct, and within the 100*l.* limit, they are paid, care being taken to ensure that proper receipts are furnished by duly authorised persons.

Charges for engineer stores are dealt with in the same manner, care being taken to ensure that a reference is given to the store account in which the articles are brought on charge if they are not used directly on the works. In the latter case a certificate of their being so used would be given by the local Engineer.

Charges for wages of civilians and working pay of soldiers employed directly under the Royal Engineers on repairs and minor building services are, when certified by the Engineer, audited and paid by the Paymaster.

In all cases a record must be kept by the Paymaster, to provide against double payment for the same service.

II.

Audit of District Accounts.

The Audit at the War Office of the District Accounts is similar to that of the Paymaster, but it also ensures:—

- That only those payments are included in the accounts which should be made locally;
- That the charges are classified under the correct headings in the Army Estimates;
- That all rents due from tenants of War Department property are duly collected by the Paymaster or by the War Department Land Agent;
- That funds have been duly authorised from Headquarters to meet the charges;
- That charges are posted in a ledger in which full particulars of the service are given, and if the sum authorised or the amount taken in the Estimates are exceeded, that special attention is called to the fact.

Certain special accounts (Salisbury Plain, Connelmore Brickfields) are sent direct to the War Office without any local audit.

Pre-Audit of Bills.

In the case of payments at the War Office which comprise those over 100*l.* and purchases of stores under that amount for supply to foreign stations, the bills are computed in the Finance Department, and in regard to professional details, are examined in the Inspector-General of Fortifications' Department.

In the pre-audit, care is taken to insure that:—

- The professional examination has been duly given;
- The name, address and signature of the Contractor are correctly given;
- Certificates are furnished by the Headquarters or local Engineer Officers as to the work performed or the stores purchased;
- In the case of stores, reference is given to the store account on which the articles are brought on charge;
- Contract authority is given for the purchase, or, in default of such authority that the purchase does not exceed the regulated amount, 50*l.* or 100*l.*
- Previous payments under the same authority are correctly stated;
- Authority has been given for the funds to be spent on the particular service;
- The sum authorised, and the total amount provided in the Estimates for the whole item, or in the case of minor services, the total sum authorised for a district, have not been exceeded;
- The bill, if allowable, is posted against the item in the ledger in which the above particulars are recorded;
- The classification agrees with the headings in the Estimates;
- Credit is given for any stores sold to the Contractor which must be classified to Appropriations in Aid, not to the item in the Vote;
- The cost of work done for other public departments is recovered and credited to the War Department;
- Any royalty that may be due on patented articles is duly paid;
- Charges for minor repairs are such as should be borne by the public, and if not, *e.g.*, barrack damages, that credit is duly given;
- In the case of charges for work done by one contractor in default of another, any excess cost is duly recovered.

In the examination of payments for the purchase of land the audit ensures that:—

- The purchase money agrees with the amount settled in the negotiations, and quoted in the conveyance, &c.;
- The approval of the Secretary of State for War, and if the purchase money exceeds 1,000*l.*, also the sanction of the Treasury, have been obtained;
- If there are any payments proposed for interest, &c., &c., such payments are duly provided for in the contract, and the calculations are duly checked;
- Funds are available out of sums provided in the estimates or loans for the purchase, and that the proper head and item are charged;
- The costs charged, surveyors' fees, &c., are duly certified and are such as are payable by the War Department.

G. W. STEVENS.

F. 12.

The local expenditure audited by F. 12, consists mainly of:—

- (a.) The pay lists of the civilian subordinates of the Army Ordnance Department and Inspection Department at Woolwich and Pimlico, and
- (b.) Payments for stores by District Paymaster, Woolwich, and for clothing by District Paymaster, Home District, on account of contracts under 100*l.*, and on account of local purchases (up to 25*l.* for stores and 20*l.* for clothing).
- (1.) There is practically no audit applied in the districts.
- (2.) At the War Office:—
 - (a.) The pay lists of civilian subordinates are audited as follows:—
 - Names are identified, rates and periods, &c., checked and computed, and receipts secured.

- (b.) Bills on account of contracts for stores and clothing are subject to a complete audit as follows :—

The contractor's name and address are identified; the bills are compared with the terms of contract as to quantities, rates, deductions for material supplied to contractors, &c.; classification checked; certificates secured as to receipt into store, inspection and bringing on ledger charge; time of delivery is watched; deductions on account of fines and penalties (if any) are secured.

This examination takes the form of pre-audit in the case of all payments made by War Office, and of local payments for clothing; payments by the District Paymaster, Woolwich, are post audited.

- (3.) The following are referred to the Audit Office. All papers on which—

(a.) Payment is, made for clothing, and stores, or on account of royalties, rewards to inventors, compensation to contractors, &c., &c.

(b.) Repayment is obtained from Admiralty, India Colonies, &c., for stores issued or services rendered.

(c.) Recovery is made from contractors on account of penalties, or for loss or damage to stores lent, &c.

(d.) The write-off is approved of losses or damages of equipment, clothing or stores.

All bills paid by the War Office for clothing and stores received from contractors (bills sent to Audit Office immediately after payment).

All payments of wages to civilian subordinates of the Army Ordnance Department and Inspection Department; all local payments for stores and clothing, and local recoveries on account of stores issued, &c., and of charges against the troops for barrack damages, &c. (Charges and credits appear in District Paymasters' Accounts which are sent to Audit Office.)

F. 12. A.

A.—Cash Expenditure dealt with :—

Payments locally and at the War Office, out of the O.F. Vote, except Sub-head E. (Buildings) dealt with by F. 11, and Sub-head G. (Non-effective Charges) dealt with by F. 7; also Wages (Vote 9) at Woolwich, Enfield, Birmingham.

I. The O.F. Paymaster and Cashiers simply pay; they do not audit.

II. War Office Audit.

- (1.) *Wages.* (1 to 2½ millions annually.) All paid locally. War Office audit is carried out locally and secures :—

(a.) That the total amounts charged against the public in the Monthly Cash Accounts are in agreement with the totals earned as shown by the local wages books, and that due proof of payment is furnished. This check of totals is *in full*.

(b.) That the earnings, sick pay, &c., of the individual workmen are correctly calculated and in accordance with the regulations. This check is applied to a *very small percentage only* (one clerk, 15,000 to 25,000 workmen).

- (2.) *Establishments, Materials, Machinery, &c., paid locally.*

Audited in full at the War Office, attention being directed to the following points :—

Establishments.—That payments to Officers, &c., are made in accordance with regulation and within the authorised establishment, and that proof of payment is furnished.

That computations are correct (F. 3).

Materials, &c.—That bills are properly certified and proof of payment furnished, and that they are charged to the proper Heads of Service under the Parliamentary Estimates. That payments under contract are in accordance with the contract as regards prices and quantities, and that any question of fines for late delivery has been settled by due authority, and that payments not under contract are within the powers assigned to the local authorities, and that the prices paid have been reviewed and passed by the Director of Contracts.

That computations are correct (F. 3).

- (3.) *Materials, Machinery, &c., paid at the War Office.* Audited in full, as above. (Computed in F. 12 A.)

B.—*Store Accounts dealt with :—*

Material and Machinery Ledgers of the Ordnance Factories, Inspection Departments, Brennan Torpedo Factory (Chatham), and Balloon Factory (Aldershot).

I. No audit by any local military authority.

- II. War Office audit is local, attention being directed to the following points :—

That all purchases are duly brought on charge in quantity and value.

That the quantities written off charge are duly vouched for as issued, and their value duly brought to account in the manufacturing or expense accounts, or otherwise recovered. (Test audit only.)

C. H.

17/1/01.

STATEMENT OF DUTIES performed in F. 13.

Store Accounts Description.	Annual Number (1899-1900).	F. 13. Nature of Examination.	Proportion of Examination.	Staff employed (Normal).				Remarks.	
				Second Division.	Military Staff Clerks.	Assistant Clerks.	Boy Copyists. (A.C.D.).		
Ordnance Reserve	158	Ledgers are computed throughout, balances being checked. All vouchers are examined for signatures and alterations, the altered vouchers being cross-checked.* Vouchers for purchases and issues on payment are checked with cash accounts. Transactions in transfer and expense vouchers are examined. Accounts are watched that there are no abnormally large balances, and that regulation have been complied with.	All accounts are examined in full, except that one-sixth only of the vouchers are checked with the ledgers. Authority 7968/7548 —3/8/97. × In the case of local inspection and stock-taking, the examination at present is generally dispensed with, if the accounts, &c., have been found in good order.	Supplementary 1, Second Division. 2	—	2	14	—	Local check under paragraph 1274 and certificate to ledger under paragraph 1298, Reg. A.O.S., 1900. Proceeded in future to examine only 25 per cent. of ledgers in full at War Office +, but all vouchers will be dealt with as now, and retained at War Office.
Barrack Expense	288	State, receipts, issues, and castings checked. Cash credits secured. Issues examined to ensure that stores are disposed of according to regulation. Ledger balances watched, and observations made on any undue accumulations. Vouchers examined as above *.	In case of 25 per cent. the examination is complete. In the case of remaining 75 per cent. the check of the ledgers is dispensed with. (See 57/ Gen. No. /93; see also x.)	1	1	—	—	—	Local audit by Officer Commanding Barracks under paragraph 196, Reg. S.F.B., 1899. All vouchers as above +.
Royal Artillery Armament and Militia and Volunteer Artillery.	265	State, receipts, issues, and castings checked. A proportion of ammunition and stores on charge are examined to see that quantities and numbers agree with proportions laid down. Issues of practice ammunition checked.	All accounts examined, except as at x.	2	—	—	1	—	No audit locally over Accounting Officer. Any change must be further considered.

Statement of Duties performed in F. 13—continued.

Store Accounts Description.	Annual Number (1899-1900).	F. 13. \ Nature of Examination.	Proportion of Examination.	Staff employed (Normal).				Remark
				Second Division.	Military Staff Clerks.	Assistant Clerks.	Boy Copyists.	Writers (A.C.D.).
Royal Engineer (excluding Head L.) and W.D. Vessels.	256	State, receipts, issues, and castings checked. Cash credits secured. Contractors' bills checked with receipts. Stores on charge checked with authorised establishment.	All the accounts were examined, except as at x.	2	—	—	—	—
Equipment	1,398 Regulars, Militia, Yeomanry, and Volunteers.	State, receipts, issues, and castings checked. Expenditure of ammunition checked, and 10 per cent of stores on charge compared with authorised establishment.	All examined except as at x, which has been very partially tried.	2	—	1	3	—
Clothing	1,085	To ensure that all articles issued to the unit from public stores, and provided locally, are brought to account, that all articles struck off charge are properly accounted for, that correct vouchers are furnished, and all deficiencies adjusted.	All examined except as at x.	4	—	6	2	3
Line Militia	589		Cost of small articles, badges, straps, ornaments, &c. to be ignored in preparing lists of discrepancies. If vouchers are not forthcoming, but the accounts show they have been rendered, the entries may be accepted up to 25 per cent. Public clothing in wear, except capes and home-pattern head-dresses, need not be followed up, 7968/8900.					

Local audit and test stock-taking, by Inspecting Officer, under paragraph 979, Engineer Regulations 1900, and certificate, Appendix XIV. Proposed to examine 25 per cent. only.

+ Vouchers as above. Ledgers rendered under paragraphs 985 and 998. Local audit and certificate by Examining Officer under paragraph 19, Appendix I, Part I, Equipment Regulations, Militia, &c. alike. Proposed 25 per cent. + Vouchers as above.

Clothing.—No local audit accounts are rendered by Quartermaster and Commanding Officer. If 25 per cent. only be examined there should be a local check, as in the case of Equipment Accounts.

Stock valuation preparation of tables for Appropriation Account— I. Stores in reserve. II. Clothing in reserve, and various returns for report on the account of Army expenditure (The Novel).	—	Posting remains of Ordnance and Mobilisation Accounts. Valuing out totals according to conditions of equipment. Totalling values and total numbers according to general classification.	Staff Clerk, 1*	1*	—	2*	—	* This has to be largely increased—say, to 14 persons—for several months, borrowed from other sections of F. 13.
Pimlico Storekeeper's (half-yearly).	2	(I.) I. State, receipts, issues, and earnings checked, and balance sheets compared with the 24 ledgers comprising each account. II. Checking Vote 8, contractors' bills, and other charges into the receipt vouchers of the account, and cross-checking all vouchers for stores issued on payment, with the cash credit vouchers rendered with pay lists. Also, in the cases of issues to regiments, seeing that corresponding vouchers to the Pimlico issues have been included in the Quartermaster's Accounts. III. Generally, seeing that all issues are authorised, and in accordance with regulations. IV. Examining the wages book of C.O.O. employes at Pimlico. V. Examination of the Factory ledgers at present done will be transferred to F. 12 on 1/4/01.	We have recently decided to examine only 50 per cent. of Storekeeper's vouchers at I. Staff Clerk, 1.	Supplementary 1 Second Division.	—	5	—	
Cash (Vote 8)	2,316 Schedules to pay lists.	Containing 68,119 company requisitions— 1. Vouchers checked into schedules. 2. Rates checked with price list. 3. Receipts secured. Detailed issues of clothing checked with scale. Credits due to public secured. 4. Seeing that certificates are signed by responsible officer. (Classification checked.) Items 2, 3, and 4 are previously checked by Paymaster under paragraph 293, Financial Instructions.	To November 1899 examination was done in full. From December 1899 25 per cent. only of company requisitions examined, except those from bad accountants, which were examined in full.	3	—	2	4	This is part of the pay lists, and is checked by Paymaster, as at T, and might be treated as other parts of the pay list by F. 3.
	T					6		

Statement of Duties performed in F. 13—continued.

Store Accounts Description.	Annual Number (1899-1900).	F. 13. Nature of Examination.	Proportion of Examination.	Staff employed (Normal).					Remarks.
				Second Division.	Military Staff Clerks.	Assistant Clerks.	Boy Copyists.	Writers (A.C.D.).	
Charges for marking, altering, and completing Militia clothing sent in for pre-audit under paragraph 1183, Clothing Regulations.	—	Rates checked with price list	- - -						
Estimates for repairing and washing clothing (1183 Militia Regulations).	—	Examined to see that rates are fair and reasonable	- - -						
Cash (Vote 9)	1,120	To see that charges are in accordance with regulation, that purchases of stores over 10% are approved fit for service, and store credits secured, that tradesmen's receipts are furnished, and that classification over 10% in value is correct.	Until recently one-sixth of the number of accounts only fully examined under Authority 7968/7501, 13/7/97. (During present pressure this has been further relaxed.) But all tradesmen's receipts are checked, and all store credits secured.	2	—	—		—	Proposed to be examined as in F. 8, with the addition of checking as tradesman's receipts securing all store credits.
				30	1	15	29	9	

17/1/01.

R. H. HOBART,
F. 13.

F. 13 (WOOLWICH).

Description.	Nature of Examination.	Staff employed.
1. Compilation of Woolwich Army Ordnance Department Account.	Keeping an account in ledger form of all receipts and issues of stores by the Army Ordnance Department at Woolwich, balancing the same half-yearly, and comparing the balances shown by these ledgers with those shown by the "tallies" kept in the store-houses.	
2. Examination of the above account -	<p>(a) Comparing contractors' bills with the quantities brought to account in the ledgers as above and certifying such bills before they are passed for payment.</p> <p>(b) Examining all vouchers for issues made with a view to ensuring:—</p> <ul style="list-style-type: none"> i. That a receipt in full has been obtained for each issue made. ii. That the stores issued have been duly brought to account by the consignee. iii. That cash credits have been obtained for all stores issued on payment. iv. That stores issued for temporary purposes, or to contractors or other non-accountants, have been duly returned, or that charges for losses or damages have been made. v. That issues for expenditure in workshops or storehouses are only made in accordance with regulations. <p>(c) Comparing the numbers or quantities of stores shown as found by stock-taking with the balances shown by the ledgers, and preparing and submitting for financial approval statements of the surpluses and deficiencies disclosed, with a view to the adjustment of the ledgers.</p> <p>Comparing the quantities of stores written off the Army Ordnance Department ledgers with those brought to account in the workshop ledgers and <i>vice versa</i>. Checking the half-yearly or annual balancing of these accounts.</p> <p>This is a sub-account to that referred to at (1) and is prepared from the same vouchers. The balances shown by these sub-ledgers are verified as opportunities offer, either by stock-taking or by comparison with Ordnance Factory records, and items outstanding beyond a reasonable period are called attention to.</p>	1 clerk in charge. 1 warrant officer. 30 ledger keepers 3 boys.
3. Examination of the workshop ledgers of the Chief Inspector of General Stores.	Comparing the quantities of stores written off the Army Ordnance Department ledgers with those brought to account in the workshop ledgers and <i>vice versa</i> . Checking the half-yearly or annual balancing of these accounts.	
4. Compilation of an account of stores issued by the Army Ordnance Department to the Ordnance Factories for repair, conversion, &c., recording the return of such articles to store and striking an annual balance of those outstanding.	This is a sub-account to that referred to at (1) and is prepared from the same vouchers. The balances shown by these sub-ledgers are verified as opportunities offer, either by stock-taking or by comparison with Ordnance Factory records, and items outstanding beyond a reasonable period are called attention to.	
5. Valuation of the balances shown by the above accounts on 31st March in each year.	For publication in the Army Appropriation Account.	
6. Stock-taking of stores in the Army Ordnance Department at Woolwich and in the Ordnance Factories.	Counting, weighing, or otherwise ascertaining the numbers or quantities of stores in stock and reporting such quantities with a view to their comparison with the ledger balances and adjustment of differences as shown at (2) (c) above.	2 retired clerks.

17/1/1901.

B. H. HOBART,
F. 13.

(E).—MEMORANDUM ON EXPENDITURE UNDER VOTE X. (WORKS AND BUILDINGS), BY MR. BULL, LATE PRINCIPAL OF F. 11.

The control of the Finance Department over expenditure under Vote X. (Works and Buildings) stands much as it did in the days of the Surveyor-General of Ordnance, that is, is practically non-existent. The Parliamentary Estimates and applications for authority to depart from them pass through the Accountant-General's Branch, but that Branch has no real grasp of the subject. It does not know how the estimated cost of any particular building is arrived at, and it does not examine or criticise the estimate in any way, while of the frequent and heavy excesses which occur as work progresses, only very general explanations are, as a rule, given by the Inspector-General of Fortifications.

The accounts which purport to show the cost of the buildings do not show it, except in the rare instances in which a building is erected entirely by contract. In the case of other buildings, the accounts do not show the pay of any soldiers employed, the cost of some of the material (Army stores) used, &c., the expenditure for these items being shown under other Votes.

Similarly the Accountant-General's examination of the accounts is superficial. Where work is done under a lump sum contract, there should, theoretically, be little to be done except to see that the payments made are within the amount of the contract, and are supported by certificates that the work has been done. But, as a matter of fact, so many variations from the original plan are allowed in practically every lump sum contract that it becomes to a great extent a measurement contract, involving the examination of a large number of items. The Accountant-General does not even attempt a full examination, as he only checks the vouchers of the expenditure for compliance with the regulations and financial rules, for the receipt, and for seeing that the charge is brought to account against the correct head of service. The greater part of such examination as takes place is conducted by the Inspector-General of Fortifications, who checks the vouchers for prices, rates, contract conditions, &c. But the accounts rendered to this office do not admit of thorough examination. Thus, for work done there is only a charge of (say) "1,125 feet cube brickwork, &c. at 9½d." This quantity is arrived at by the addition of several similar items in the various measurement books of the work; but those measurement books are neither examined nor produced. In fact, a mistake even in addition will not be discovered. Similarly, for labour directly employed, there is only a charge of (say) "1,042½ hours, five bricklayers, at 10d.," but the time sheets, on which the charge is founded, are not examined nor produced.

In short, the examination, both by the Inspector-General of Fortifications and the Accountant-General, is practically confined to seeing that the voucher is consistent with itself, and correct on the face of it; no attempt is made to see whether it corresponds with fact.

For this, reliance is placed on certificates which are given by the responsible officers. And though the examination of the Accountant-General is thus restricted in scope, and the opportunities for testing the value of these certificates by independent verification of the "facts" certified to, are necessarily very rare, instances in which the certificates are demonstrated to be worthless are frequent enough to throw grave suspicion on the value of the whole system.

Thus, the following irregularities have been brought to light:—

- (1.) A bill has been put forward for work as completed which in reality had scarcely been begun.
- (2.) An unauthorised building has been erected by labour which has been described on the voucher as expended on repairs.
- (3.) Pay lists for extra pay to soldiers have been put forward showing that the men have worked so many hours a day for a definite period, whereas no attempt had actually been made to keep a record of the hours worked, because the men had really been working for so much a month, or by piece-work. In one case, an officer, in reply to a War Office inquiry as to the correct hourly rate

of pay, ingeniously stated that the rate was immaterial, as if we altered the rate, he should alter the number of hours actually worked so as to arrive at the same total payment to the man. In another case, the whole of the information on the voucher as to locality, date, &c. was afterwards admitted by the officer to be false.

- (4.) Soldiers have been described on vouchers as civilians, and have sometimes, owing to misdescription, received money to which they were not entitled.
- (5.) In the following instance an opportunity occurred of going behind the certificates on the vouchers: It was noticed that in every district in England the practice had arisen of charging for a superior and expensive kind of pipe. But as this kind was not on the market, and had to be specially made, it raised a doubt as to the correctness of the description, and caused an inquiry to be made as to whether an inferior and cheaper kind had not really been used. The result was that the bulk of the charges were admitted at once to be wrong, but in some cases the officers even then maintained in their replies the correctness of the description, until, on samples being demanded, the incorrectness of the description was proved in all but a few cases.

In fact, the results which would be naturally looked for under a system of defective control and audit of expenditure have followed; bad estimating, and a tendency on the part of the officers responsible for expenditure to think that if the expenditure is, in their individual opinion, for the good of the service: it is of little importance whether the vouchers are in accordance with the facts so long as they will pass the examination in this office.

To give the Accountant-General a real grasp of the subject, each proposal for expenditure should be passed to the Financial Branch and carefully examined and criticised as a preliminary to its inclusion in the Parliamentary Estimates, and it should be possible, by a comparison of the cost of similar works in the different districts, and in different years, to arrive at an approximation of what many of the proposed works should cost. Should the estimate be considerably in excess of such cost, the Inspector-General of Fortifications should explain the reason. The detailed estimates might also with advantage be examined.

The Accountant-General ought also to carry out the whole of the examination, and he should endeavour to make it more efficient than it is at present by frequently calling for and examining the measurement books of some of the services selected at random. A much more efficient check would be exercised if the vouchers for certain of the services (it would be impossible thus to examine all the services unless the staff were very large) were thus thoroughly examined than is possible under the present system. Now every rate and price is ticked by the Inspector-General of Fortifications, but no attempt is made to see that the quantities are really correct by examining the measurement books on which the vouchers are founded.

This examination, and also that of the detailed estimates, would be more effective if technical assistance were available, but the official employed should be permanently detached from the staff of the Inspector-General of Fortifications. The surveyors at present engaged on the work are under his orders, and may be moved at any moment from the War Office to an out station. They have clearly no inducement to increase the stringency of the examination.

As a further check, engineer offices should be liable to inspection at uncertain intervals by the Accountant-General in the same way as pay offices and store accounts now are. At these inspections the time-sheets of civilian subordinates, and of soldiers, would be examined and compared with the vouchers submitted to this office, the works might be visited, the measurement books, &c. examined, and some of the items recorded be checked by actual measurement.

By such means as these some attempt might be made to supplement the deficiencies of the present system.

20th February 1901.

J. M. BULL.

(F.)—STATEMENT OF NUMBERS OF LETTERS WRITTEN BY WAR OFFICE TO TREASURY DURING THE TWO YEARS 1898 AND 1899.

1898.

	Sanctions.	Refusals.	Referred back for further information, &c.	Total.
I.—Works	188	4	20	212
II.—Estimates	96	5	13	114
III.—Pay, &c.	90	4	16	110
IV.—(1.) Army Pensions	143	4	12	159
(2.) Superannuation Grants.	321*	—	—	321
V.—Miscellaneous	112	10	15	137
Total	950	27	76	1,053

Average time taken in settlement, 9 days.

1899.

I.—Works	178	9	20	207
II.—Estimates	116	4	2	122
III.—Pay, &c.	125	8	3	136
IV.—(1.) Army Pensions	162	28	6	196
(2.) Superannuation Grants.	495*	—	—	495
V.—Miscellaneous	186	10	13	159
Total	1,212	59	44	1,315

Average time taken in settlement, 10 days.

* These have not been analysed, but as they are mostly formal claims for superannuation, &c. provided for by Acts of Parliament, it has been assumed that they were all sanctioned.

I. "Works" includes all letters on the subject of excesses on building estimates, &c., and questions of hire, purchase, and transfer of land.

II. "Estimates" includes correspondence about estimates and supplementary estimates, and all questions of increased "personnel" and staff.

III. "Pay and Allowances" includes all applications for increased and special rates of pay and allowances not covered by the regulations.

IV. "Pensions" includes (1) Correspondence about Chelsea pensions awarded under Article 1207, Pay Warrant; (2) Applications for pensions or gratuities under the Superannuation Act.

V. "Miscellaneous" includes specially questions of compensation, and applications for power to write off claims abandoned.

(G.)—STATEMENT SHOWING STOCK-TAKING IN ORDNANCE FACTORIES CONDUCTED (1) BY OFFICIALS OF ORDNANCE FACTORIES, (2) BY OFFICIALS OF ACCOUNTANT-GENERAL'S DEPARTMENT.

(1.)

C.S.O.F.

WITH reference to the statement made to the Committee last Wednesday that complete stock is taken at the foundries once a quarter, will you kindly state for the information of the above Committee:—

1. What proportion of the total value of the stock in the Ordnance Factories is taken each year by your own officials?
2. What authority (War Office or other) requires it?
3. What special regulations are there for foundry stock-takings and by whom laid down?
4. What do you estimate (very roughly) is the annual cost of the various stock-takings?

The annual stock of the value of semi-manufactures, I suppose, stands by itself and is absolutely necessary.

15/2.

(Signed) H. J. GIBSON.

Mr. GIBSON.

It has been the practice from time immemorial for store officials to test the actual stock of raw materials and miscellaneous articles in store as compared with the tally boards kept by the store-holders. This is done partly by occasional surprise visits by the officials themselves, partly by men under these officials whose duty it is to keep constantly testing actual stock as against the records. There is no account of surprise visits. For the continuous stock-taking at all stations by Ordnance Factories employes, apart from F. 13, the expenditure in 1889-1900 amounted to 509*l.*; the value of the stock taken was 216,297*l.* In addition, there was an expenditure by the Ordnance Factories of 147*l.* on stock-taking in conjunction with F. 13, the value of the stock thus taken being 49,661*l.* The total value of the raw material remaining on 31st March 1900 was 572,576*l.*, and the gross value of issues in the year, including conversions, sales, &c., was 2,097,950*l.* This continuous stock-taking is the arrangement for periodical overhaul of our whole stock (every three years at least) referred to in 70/Gen. No. 18854 of 1897.

Arrangements for quarterly taking of foundry stock were made by the late Committee on Uniformity of Ordnance Factories Accounts and were included in the general instructions issued with the third report of that Committee. I enclose a statement marked A. showing the cost of such stock-taking in June, September and December last, together with the value of the stock taken at those periods. The cost of such stock-taking in March is merged in the annual stock-taking of semi-manufactures, but is not believed to vary largely from the average cost in the other quarters. For further information of the Committee I forward copies of the balance sheets produced as the result of the September stock-taking.

The general stock-taking of semi-manufactured articles at the close of the financial year, on which the prices of our productions and the recoveries from requisitioning departments are based, cost last year 1,070*l.* 8*s.* 2*d.*; the semi-manufactures then taken were valued out at 1,078,133*l.* 11*s.* 2*d.* It has been frequently represented to me that this stock-taking involves a loss to the country of the productive power of the factories for two days in the financial year, or say, roughly, about 25,000*l.*, for value of stores whose production is thereby prevented. I am, unable, however, to see how, under our financial conditions, this stoppage of work can be avoided as, unless the value of the remain is precisely determined, we cannot accurately price our productions.

(Signed) E. BAINBRIDGE,
Colonel,
C.S.O.F.

13/3/1901.

ORDNANCE FACTORIES.

Stock-Taking in Foundries, Forges, &c., during 1900.

Name of Foundry or other Shop.	Value of Stock taken.				Cost of Stock-Taking.			
	June.	Sep-tember.	Decem-ber.	Total.	June.	September.	December.	Total.
	£	£	£	£	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Royal Laboratory:—								
Brass foundry - - -	2,851	3,286	2,022	8,159	10 10 1½	10 18 9½	11 10 11½	32 19 10½
Shell forges - - -	291	268	998	1,557	2 14 10	3 2 5	2 15 5½	8 12 8½
Lead foundry - - -	2,248	2,966	4,564	9,778	7 7 0½	5 16 7½	8 9 2½	21 12 10½
Printers - - -	64	88	44	191	1 2 4	1 2 6	1 2 4	3 7 2
Rolling mills - - -	21,898	17,439	17,019	56,356	10 5 1	10 1 1	9 8 5	29 14 7
Shell foundry - - -	1,164	1,122	1,310	3,596	3 2 3½	2 12 0	2 6 7	8 0 10½
Smithy - - -	584	686	694	1,964	10 19 11½	11 0 1	10 4 11	32 4 11½
Tailors - - -	2,761	3,462	4,347	10,570	12 14 8½	11 5 1	12 9 9	36 9 6½
Iron foundry - - -	6	7	16	29	1 1 9	1 14 10	1 1 3	3 17 10
Machine room - - -	396	372	410	1,178	7 19 1	8 14 8½	7 2 9	23 16 6
Shoemakers - - -	531	330	309	1,170	2 2 11	2 7 0	1 19 4	6 9 3½
Total (Royal Laboratory) -	32,794	30,021	31,733	94,548	70 0 1½	68 15 1½	68 10 11½	207 6 2½
Royal Carriage Department:—								
Foundry - - -	1,508	1,859	1,699	5,066	3 1 10	3 0 10½	4 1 1	10 3 9½
Forges - - -	1,024	1,153	1,464	3,641	8 18 11½	8 13 8	8 4 8	25 17 3½
Miscellaneous (bolts, nuts, &c.) (Not valued.)	5,336	5,336	(Not valued.)	5,336	5 18 6	6 15 3	7 14 1½	20 7 10½
Total (Royal Carriage Department) -	2,582	8,348	3,163	14,043	17 19 3½	18 9 9½	19 19 10½	56 8 11½
Royal Gun Factory:—								
Forges - - -	10,022	7,663	9,843	27,528	26 7 7	23 9 10½	24 13 11	74 11 4½
Foundry - - -	2,717	3,046	1,763	7,526	3 12 6	4 9 1½	1 17 3	9 18 10½
Total (Royal Gun Factory) -	12,739	10,709	11,606	35,054	30 0 1	27 19 0	26 11 2	84 10 3
R.S.A.F., Enfield:—								
Foundry - - -	636	530	559	1,725	3 13 6	2 4 5	2 10 0½	8 7 11½
Smithy - - -	163	169	166	498	1 14 11	1 15 1½	1 15 8½	5 5 9
Tool room - - -	297	238	435	970	2 0 0	2 1 11	1 17 9	5 19 8
Total (R.S.A.F., Enfield) -	1,096	937	1,160	3,193	7 8 5	6 1 5½	6 3 6	19 13 4½
Grand total -	49,161	50,015	47,662	146,838	125 7 11	121 5 4½	121 5 6	367 18 9½

N.B.—The cost of the stock taken in March is merged in the cost of the general stock-taking of semi-manufacture.

(2.)

F. 13.

Would you please state—

- (1.) What staff is employed by you in taking stock at the Ordnance Factories.
- (2.) What proportion of the total value of stock is taken each year; please render a statement for the last three years as soon as possible.
- (3.) What may be said to be the estimated cost of the staff so employed.
- (4.) By what authority is the amount of stock to be taken determined.

15th February. (Signed) H. J. GIBSON.

Mr. GIBSON.

- 1. The two War Office Remain Officers at Woolwich take this stock as part of their duties.
- 2. Rather under 50 per cent. of the total value has been taken during the last three years, as shown below:—

Value of material, &c., in Ordnance Factories during three years to 31st March 1900:—

	£	s.	d.
On 31st March 1898 - - -	491,296	11	10
" " 1899 - - -	521,020	13	5
" " 1900 - - -	575,125	6	4
	£1,587,442	11	7

Average - - - 529,147l.

Value of stock taken during three years as above, 236,313l.

- 3. Pay and remain allowance - - - about 129
- Travelling (being part of the pay, &c., of the officials referred to in para. 1) - - - " 20
-
- £149

4. By the Accountant-General (through F. 13) in concurrence with the C.S.O.F., with the exception of the Brennan Torpedo Factory, which is arranged with the Factory Superintendent direct.

(Signed) R. H. HOBART,
16th February 1901. F. 13.

(H.)—LETTER FROM MR. JAMES F. HOPE, M.P., ON THE SURRENDER OF UNEXPENDED BALANCES AT THE CLOSE OF THE FINANCIAL YEAR.

House of Commons,
March 1st, 1901.

Sir,

In response to your invitation, conveyed to me lately by Sir Charles Welby, I beg to submit, for the information of your Committee, some observations on the compulsory surrender of balances at the end of the financial year, enforced on the several departments of Government by the present financial system of the country.

1. I first became acquainted with the practice in question during the time I acted as private secretary to the Postmaster-General. Together with other features in existing financial arrangements, it forced attention as tending to impair alike the sense of responsibility, the initiative and the zeal of departmental officials. No man cared to effect economies for the sake of an infinitesimal reduction in the National Debt; and no man had the inducements to follow up his work and throw himself into its progress and development which the ordinary methods of industrial enterprise under like conditions would have afforded.

2. The impression thus formed was confirmed by conversation with gentlemen who had acquired special experience in the matter, and who informed me of the reckless and useless expenditure occasioned by the practice during the last weeks of the financial year, with the object of avoiding a reduction in the next year's estimate on the ground that a lesser sum had sufficed. I can personally vouch for one instance (stated to be of regular occurrence) in which the identical goods ordered by the Admiralty in March at 2s. per unit were sold as old stores in April at less than 8d.; unhappily, for the sake of further "business," I am not allowed to give the names.

3. On making inquiries in Paris, I found the same practice prevailing in France, although possibly its effect may be somewhat lessened by the fact that the period within which supplies granted for a particular year may be spent (*l'exercice*) extends over 15 months. Nevertheless, the existence of abuses similar to our own was not denied by two gentlemen in the Ministry of Finance with whom I talked on the subject, and was strongly insisted on by the eminent economist (and ex-minister) M. Jules Roche, who told me he had frequently denounced the practice in public, and who described it to me as "idiot" and "absurde."

4. I afterwards went to Berlin, where I found an entirely different system, which was explained to me with much courtesy and trouble by Dr. Müller, acting leader of the *Freisinnige* or Radical party. I also obtained from the Imperial Treasury, through the kindness of Mr. Gastrell, our commercial attaché, information, in answer to certain of my questions, which exactly confirmed what Dr. Müller had said. The system, Mr. Gastrell was informed, had been adopted expressly on the ground of economy.

5. According to this system all estimated expenditure is divided sharply into recurrent and non-recurrent items. On the latter an unexpended balance may be carried over as a matter of course. On the former it must ordinarily be surrendered: but it may be carried forward if voted with the note "*Dieser Fonds ist übertragbar*" ("this sum may be carried over"). I understand that the Supply Committee, which revises and reports on all the estimates before they are voted by the Reichstag may put in or strike out the above words in any item; but on this point I write from memory.

6. Through the kindness of Dr. Müller I have been supplied with what I may call the Appropriation and Revenue Accounts for the year 1896-97. Excluding the Revenue Departments (which are peculiarly dealt with) there are 14 sets of estimates, on eight of which I find balances were carried forward on recurring expenditure, amounting in all to nearly 18,000,000 marks, of which nearly 16,000,000 were on Army votes. The votes for the Foreign Office, Home Office, Admiralty, Judicature, Railway Department, and General Pension Office, also supply instances of the same kind. On non-recurring expenditure nearly 128,000,000 marks were carried forward, of which over 95,000,000 were for the Army. The grand total carried forward on the year was over 140,000,000 marks, of which 54,000,000 were brought forward on the ordinary estimates and 87,000,000 on

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extraordinary estimates. The form of the accounts with extracted examples is given below.

7. From Berlin I went to Vienna, where I found the system the same as the French. I did not hear of any abuses occasioned by it; but my time for inquiry was very short, and of two informants one was very guarded. This gentleman, a leading financier, would not admit that the Austrian system was bad; but he quite agreed that the German system was good so long as large balances were not allowed to accumulate over a term of years.

8. I am informed that objection is likely to be taken to the introduction of the German system into England on constitutional grounds. I submit that such objection affords an illustration of what can only be called constitutional idolatry. In the first place, the existing practice was not universally adopted in England until the year 1863 (*see* Tod's *Parliamentary Government*, Longmans, 1889, p. 44). References to the passages cited by Tod disclose no evidence of any very strong feeling on the subject at the time the change was made; and a gentleman, possessing exceptional knowledge of the period, and himself well acquainted with Mr. Gladstone (the then Chancellor of the Exchequer) has informed me that he considers the reform in question rather as an instance of that Minister's love of exactitude, than an example of a reform adopted to satisfy an urgent constitutional demand. It may also be remembered that during the time of the change, the reduction of the debt and the advantage of retrenchment were more strongly present to the minds of politicians than the efficiency of the land and sea services, and the increasing needs of an expanding empire.

9. If it be urged that the control of Parliament over expenditure would be impaired by the change, it may first be asked to what the control at present amounts. I write from brief Parliamentary experience; but I do not think I am wrong in saying that no proper discussion—much less revision—of the estimates *qua* estimates at present takes place in Parliament at all. General questions of policy are raised, small grievances are ventilated, and the actions of ministers and officials are impugned; but a serious attempt to overhaul the estimates on financial grounds would be treated as a matter of confidence by the Government, and would be ill-received by a House largely consisting of Members eager to disburden themselves of ideas with which the subject of finance has but a remote connection.

10. Assuming, however, that effective Parliamentary control exists, or could easily be brought about, it is hard to see why such control could not equally well be exercised under either system. It is true that the Committee of Public Accounts of 1862, say, in their first report, that under the *then existing* system "no satisfactory comparison could be instituted between the votes and the expenditure under the votes." I submit that opportunity for such comparison is exactly what the German system does provide. When you have set out the amount voted, the amount spent, the balance carried over, and the further amount proposed to be voted, and when the executive can be called upon to explain, if necessary, the reasons for the balance, in all this there is surely abundant material for the most rigorous and exhaustive comparison. And if it be found that large balances are piled up without due cause, the remedy is simple. Next year's vote can be cut down. I may add that a former Secretary of the Treasury has told me that he is no advocate of the present practice.

11. If desired, an additional check might, perhaps, be devised requiring either that the balance should not be greater than the amount spent in the year *from* which it is carried over; or else that the vote of the year to which the balance is transferred should not (without a supplementary estimate), exceed the sum actually spent the year before. But the need of such precautions is apparently not felt by the Reichstag which demonstrably exercises a greater control over the expenditure it sanctions than does the House of Commons, and which has had the advantage of framing its rules *de novo*, untrammelled by the formulæ or traditions of kindred bodies. Dr. Müller's Radical principles would certainly not have allowed him to speak to me with the approval he did of his own system, had it tended to increase the power of the Executive at the expense of that of the Legislature; while, with regard to the question of audit, everything I could learn, both from Germans and Englishmen abroad, points to the auditing of the Chief Accountancy

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Office (Oberrechnungshof), being of the most minute and rigid character. That the Imperial Government has the power of obtaining money from other than Parliamentary sources is another matter which I cannot here discuss.

12. I am conscious of certain other objections to the suggested change; but this paper is, perhaps, sufficiently long as it is, and it will be time to deal with them when they are raised. I should also have liked to say something on the question of transferring excesses to meet deficiencies, and on the means adopted in France and Austria to meet exceptional expenditure during the recess. As, however, I understand your Committee have decided not to go into these matters, I will conclude with a brief anecdote which I hope is not impertinent to the general subject. A journalist of

great experience (who is unfortunately at the other end of the world, so that I cannot ask leave to give his name), told me that when in Egypt several years before the Soudan expedition, the then Sirdar, now Lord Kitchener, explained to him at length his plans for the reorganisation of the Egyptian Army, and added afterwards: "You know I could not do this at home." "Why?" said my friend, "do you mean to say the Egyptian Government give you all you want?" "No," said the Sirdar, "not nearly enough, but what they do give me, I can spend as I think right."

I am, Sir,

Very faithfully yours,
(Signed) JAMES F. HOPE.

Clinton Dawkins, Esq.

APPENDIX.—EXTRACTS FROM GERMAN APPROPRIATION ACCOUNTS 1896-97.

Head.	Sub-Head.	Object.	Spent.	Carried over.	Total.	Amount allowed from Income of the Year.	Carried forward from Previous Year.	Total Estimate.	Differences. + -	Supplementary Vote needed.
13A	—	(Recurring items).								
		<i>Home Office.</i>	m. pf.	m. pf.	m. pf.	m. pf.	m. pf.	m. pf.	m. pf.	m. pf.
	11	Travelling allowances for temporary staff.	50,124 84	Nil	50,124 84	42,000 0	Nil	42,000 0	+ 8,124 84	8,124 84
	12	House maintenance of office. NOTE.—This sum may be carried over.	4,877 37	10,309 96	15,687 33	7,500 0	8,187 33	15,687 33	—	—
		<i>Army—Prussia.</i>								
	5	Allowance for supplying the troops with devotional and musical literature. NOTE.—This sum may be carried over.	4,301 6	45,109 53	49,410 59	16,000 0	33,410 59	49,410 59	—	—
		Stationery for Provost Marshal and Chaplain General.	4,222 39	Nil	4,222 39	4,250 0	Nil	4,250 0	- 27 01	—
	21	Allowances for field days and rifle practice in the open country. NOTE.—This sum may be carried over.	1,642,840 98	503,898 21	2,146,739 14	1,600,000 0	546,739 14	2,146,739 14	—	—
		(Non-recurring items.)								
		<i>Navy</i>								
	1	Guns and ammunition for the defence of the lower Elbe.	376,391 52	212,547 25	588,938 77	3,000,000 0	238,938 77	588,938 77	—	—
		<i>Railway Department.</i>								
	3	Doubling the line between Dirchenhofen and Has-singen.	973,866 33	416,321 04	1,390,187 37	1,200,000 0	190,187 37	1,390,187 37	—	—
		<i>Army—Prussia.</i>								
	1	New barrack at Hagenau	370,000 0	77,402 64	447,402 64	447,200 0	202 64	447,402 64	—	—
		<i>Army—Saxony.</i>								
	5	New hospital tent at Dresden.	18,174 84	125 16	18,300 0	Nil	11,100 0	11,100 0	+ 7,200 0	7,200 0

APPENDIX V.

ARMY CONTRACTS.

(A).—DRAFT REGULATIONS DRAWN UP BY THE COMMITTEE.

The Director of Army Contracts is charged, in concert with the Supply Departments, with the purchase, sale, or hire of all supplies, stores, clothing, lands, and buildings required for the Army which are not within the powers of purchase specially assigned to heads of Supply Departments and to General Officers Commanding. He will also be charged with the review and registration of all contracts. His duties will be performed subject to the regulations hereinafter laid down for his guidance.

1. Requisitions for purchase are to be accompanied by full particulars as to pattern, make, description, and

quality of the articles demanded, and where patterns, specifications, or drawings exist or are required, these shall either be attached or shall be referred to by identification numbers. When the article is of a new design or special character, carefully prepared specifications and such drawings or patterns as may be necessary are to be furnished for the guidance of manufacturers.

2. The Supply Department on making a requisition may name the date by which delivery is required, or, on the tenders being passed to it, will approve the date named in the tender which it is proposed to accept.

3. If, on receiving a demand, the Director of Contracts anticipates special difficulty or abnormal expense

in fulfilling it, he shall call the attention of the Supply Department thereto.

4. On receiving a requisition the Director of Contracts will at once proceed to make a contract or to purchase the articles demanded—

- (a) by calling for tenders by public advertisement;
- (b) by inviting tenders from selected firms;
- (c) by direct negotiation in special cases, or on any emergency;
- (d) by purchase through a broker or agent;
- (e) by giving an order on a running contract.

5. While every attention is to be given to purchasing at the lowest possible price, full consideration is to be given to the record and character of the firms tendering, and the probability of their executing the order satisfactorily and punctually.

6. The Director of Contracts (in concert with the Supply Departments and General Officers commanding districts) will maintain and revise, at least once a year, the lists of contractors from whom tenders are invited. The Supply Department concerned and General Officers commanding districts may at any time recommend additions to or removals from the list, and such a recommendation shall be followed, unless, after discussion with the Supply Department or General Officer commanding, a case is of sufficient importance to require reference by the Supply Department to the Financial Secretary. Any contractor who has failed on six consecutive times to make a reasonable tender for any article which he provides will be removed from the list, unless special reason shall be shown to the contrary, and shall not be replaced till 12 months have elapsed from the date of his removal without the authority of the Financial Secretary.

7. The Director of Contracts, or the head of any Supply Department, may at any time inspect or delegate a responsible officer to inspect the works of any contractor who holds a contract or who is on, or is proposed to be placed on, the War Office list.

8. On receipt of tenders the Director of Contracts will refer all tenders to the Supply Department concerned, except such as are excluded by mutual consent, and will give the Supply Department concerned an opportunity of expressing its views upon them. If the Supply Departments should recommend a tender which is higher than the lowest, or should object to the lowest tender, that recommendation or objection should be discussed personally, when practicable, by the Director of Contracts with the Director-General of Ordnance, the Quartermaster-General, or the Inspector-General of Fortifications, as the case may be, and in the event of failure to agree, the head of the Supply Department concerned will submit the case for the decision of the Financial Secretary, subject to an appeal from his decision to the Secretary of State if so desired.

But, in the case of contracts for an amount not exceeding 500*l.*, in each case the Director-General of Ordnance, the Quartermaster-General, or the Inspector-General of Fortifications, may decide as to the tender to be accepted.

9. Heads of Departments may make purchases up to a limit of 100*l.* in all cases, and in cases of urgency, where they consider immediate action essential in the public interest, they may make any purchase, or enter into any contract within the Vote authorised by Parliament, in such manner as they think fit, reporting all such cases forthwith to the Director of Contracts, with the reasons for their action.

10. As soon as a contract has been placed the Director of Contracts will forward full particulars thereof to the Supply Department concerned, the head of which will be primarily responsible for securing fulfilment and delivery within the Contract time.

11. All questions arising during the execution of contracts will be dealt with by the Supply Department concerned, or by the General Officer commanding, except that no alteration of a contract, or of its subject matter affecting prices shall be made without the concurrence of the Director of Contracts.

12. If the Supply Department should fail to secure satisfactory fulfilment of a contract, full particulars will be given to the Director of Contracts by the department concerned, which may suggest what further steps should be taken. The Director of Contracts will then take such action as he may deem desirable to secure delivery and more satisfactory results in future. He will inform the Supply Department of the action he has taken.

13. All proposed fines, or purchases in default, or removals from the list of contractors, or claims by contractors arising out of their contracts, shall be submitted by the Director of Contracts for the approval of the Financial Secretary.

14. The Supply Departments and the General Officers Commanding will keep a register of all contracts made under the powers assigned to them, and will regularly report the same to the Director of Contracts.

(B.) DRAFT OF LETTER to certain RAILWAY COMPANIES and other commercial houses asking information as to their SYSTEM of PURCHASE, with their REPLIES.

War Office, S.W.,

16th January 1901.

DEAR SIR,

In connection with my work as Chairman of the Committee on War Office business I am anxious to have information in regard to your practice in buying { stores and materials. } stock for sale or use.

1. Does each department of your business prepare its own requisition for the articles required for sale in the department, specifying all particulars as to make, quality, &c.?
2. Are the articles required for each department bought by a departmental employee, possessing technical knowledge { of the trades, whose products are sold in the department, } or is the whole of your { stores and materials } stock or a great part of it bought by a general buyer, possessed of no greater technical knowledge of particular articles or trades than is acquired by an experienced buyer in the course of the performance of his duties; and would such buyer move about the country or have a staff under him to move about to study markets and make inquiries?
3. Could you state what proportion of the purchases are effected by tender?
4. If you employ a general buyer to make your purchases or to arrange your contracts for purchase, is it his duty, or the duty of the requisitioning Department, or the duty of any other employee specially charged with the business to watch progress on the part of the contractors and to see that articles bought are duly delivered at the dates of delivery specified in the contracts?
5. How is the last-mentioned duty practically carried out? Is there inspection of progress before contract delivery time, or do you rely on penalties or legal remedies of buying in default?
6. Do you, in fact, enforce penalties to any substantial extent?

I shall be much obliged if you will kindly answer the above questions, and the Committee will treat your answers as confidential.

I am, &c.,
(Signed) CLINTON DAWKINS,
Chairman.

Sent to:—

Army and Navy Co-operative Society, Ltd.
Civil Service Co-operative Society, Ltd.
Sir W. G. Armstrong, Whitworth & Co., Ltd.
Midland Railway.
L. & N.W. Railway.
Messrs. Vickers, Sons, and Maxims, Ltd.
Messrs. Rylands and Sons, Ltd.
Great Northern Railway.
Co-operative Wholesale Society, Ltd.

NOTE.—The draft letter was modified as shown in the top line variations in the case of Messrs. Armstrong, Messrs. Vickers, and the three railway companies.

Army and Navy Co-operative Society, Limited.
105, Victoria Street, Westminster,
London, S.W.,

DEAR SIR,

19th January 1901.

In reply to yours of the 16th instant, I am happy to give you the following information, and trust it may be of service to you:—

1. The stock-keepers prepare and submit to their departmental managers all orders for goods required—the orders are “in detail” when they are what is

known as repeat orders, that is, further orders for goods which have been previously supplied—or for goods which are of a known nature, and, “in short,” when confirmatory of selections made by departmental managers. Orders up to 10l. are made direct by managers; over that sum they are confirmed by the countersign of the managing directors.

2. All goods are purchased by the departmental managers, who have a full practical knowledge of the products or manufactures which are sold in the departments under their charge. There is no one general buyer, but each departmental manager is responsible for the purchases made, and within reasonable limits he travels to such centres of commerce or manufacture, both in England and on the Continent, as may be necessary for his business, and it is his duty to be in close touch with all market fluctuations likely to affect his purchases.

In some departments the branches of which are varied in nature, while general in application or akin in use, the departmental manager, while having a general knowledge of all branches, and a thoroughly practical knowledge of one or more, would be assisted by his sub-manager, sub-managers, or foremen in the choice of goods for branches of which they have a more technical knowledge than he, but the departmental manager would be primarily responsible and could not shift responsibility of bad buying to other shoulders. Such sub-managers would in some cases accompany him on his journeys to purchase goods.

3. Tenders are not called for in respect to purchases for trade.

4. Any contracts entered into are made by the departmental buyer subject to the approval of the managing directors, or the Committee of Direction, according to the importance of the contract.

The manager of the department is primarily responsible for seeing that the terms of the contract are adhered to, whether for delivery, quantity, or quality. The stock-keepers under him are, of course, responsible to him that everything is correct, and have to report to him any failing on any point.

5. All goods are examined on receipt, and if found in any way inferior, are refused; short deliveries would be notified, and the shortage would have to be made good.

The society has nothing that it sells generally which requires supervision during the time of manufacture, but, when exceptional cases arise, visits are made from time to time during construction, progress noted, and, if necessary, corrections insisted on.

In event of a firm failing to fulfil its contract, the matter would be dealt with in accordance with the terms of the contract under sanction of the Committee of Direction.

6. Any penalties would, at the discretion of the Committee of Direction, be enforced. The Committee of Direction would, of course, have the matter fully before them, and their action would be guided by circumstances.

I am, &c.,

(Signed) H. LAWSON,

C. E. Dawkins, Esq., Secretary.
Chairman,
War Office Organisation Committee,
War Office, S.W.

The Civil Service Co-operative
Society, Limited,
28, Haymarket,
London, S.W.,

SIR, January 17th, 1901.
I beg to acknowledge the receipt of your letter of yesterday's date, and have much pleasure in giving you the following information:—

1. The stock-keeper of each department prepares a list of all articles required, with full particulars for the respective buyers.

2. The articles required are in each case bought by a departmental employee possessing technical knowledge of the trade.

3. All our purchases are made either from samples or on the open market.

4, 5, and 6 would not apply to our system.

If I can in any way be of further service to you, I shall be happy to furnish any other information you may desire.

I am, &c.,
(Signed) A. G. REPTON,

C. E. Dawkins, Esq., Secretary.
Chairman,
War Office Organisation Committee.

Elswick Works,
Newcastle-on-Tyne,
23rd January 1901.

SIR, In reply to your letter of the 16th instant, we have the honour to forward herewith the information which you desire.

1. Each department prepares its own requisition for the articles required in the department, as the requirements of the departments vary so considerably, e.g., the mercantile shipbuilding department requires totally different material from the warship department, or the ordnance department, steel works, and engineering departments.

2. We have no general buyer for each department, the articles being bought by tender, and determined on the merits of known quality, price and delivery, under the direct control of the managing director. In many cases, such as oil, and other stores, samples are sent in and tested by the chemical department, also mechanically, and the choice is made according to price and quality. During the execution of the contract, samples are taken from time to time and tested to see that the standard quality is maintained, and should there be any deviation from this we insist either on the material being replaced or a corresponding allowance being made; the latter course being adopted only in such cases as will not in any way affect manufacture.

In the case of timber, after obtaining tenders, we send an expert to the large timber merchants throughout the country, and he examines the stock and selects such portions of it as he considers will answer our requirements.

3. Tenders are invited for almost the whole of our requirements, but there are a few special items for which tenders are not taken.

4. Wherever possible, we watch the progress on the part of contractors, provision having been made for this, and having a record of all orders placed, delays are at once observed and steps taken to ensure delivery as early as possible. This, of course, only applies to items where times of delivery have been taken.

5. The last mentioned duty is carried out by a clerical staff who keep the record referred to in paragraph (4) under the supervision of the managing director.

We do not, as a rule, inspect before contract delivery time, but rely upon our legal position, although we very rarely have had occasion to exercise this right.

6. We do not enforce penalties to any considerable extent, nor indeed at all when we are satisfied that the contractor has used his best endeavours to forward the work. We find it very difficult to get makers, especially in times of pressure, to agree to penalties without adding considerably to the price and time of delivery, and indeed, in some cases, such as steel makers, they refuse to agree to a penalty at all. The amount we receive from penalties is comparatively small.

We shall be glad to afford any further information which you may require at any time.

We have, &c.

For
Sir W. G. ARMSTRONG, WHITWORTH & Co., Ltd.,
(Signed) W. NOBLE,
Director.

C. E. Dawkins, Esq.,
War Office, London.

Secretary's Office,
Derby, January 25th, 1901.

Dear Sir, In reply to your inquiry, dated 22nd January 1901, I beg to inform you—

1st. Each Department prepares its own requisition for the articles required, specifying all details. The requisition is signed or otherwise duly approved by the Head of the Department.

2nd. Articles required for all departments, as per requisition, are purchased by the Superintendent of Stores, acting under the authority of the Stores Committee of Directors. The supplies are provided for in the majority of cases by ordinary contractors, or, in the case of unusual items, by special contracts.

The qualifications of the Stores Superintendent are bounded by such knowledge of the large variety of articles and trades represented as may be gained by experience and training in the Stores Department. The Stores Superintendent has an adequate clerical and outdoor staff.

3rd. As indicated in No. 2, the large majority of purchases of stores are effected by competitive tenders. The contracts are of three classes, namely, (1) annual, (2) contracts for shorter periods, and (3) special contracts for unusual items.

Broadly speaking, seven-eighths of the Company's requirements are obtained in this way.

4th. The duty of seeing that the orders of the Company receive due and proper attention at the hands of the contractors, and that the supplies of stores are of the proper quality, and in accordance with the orders given, rests with the Stores Superintendent, and ultimately the Stores Committee of Directors; and all inspections of goods are conducted by the Stores Superintendent, or on his behalf. Permanent way materials, however, undergo a technical inspection at the hands of the Company's Engineer; certain important iron and steel goods require technical inspection by the Locomotive Superintendent, and some portion of the timber required for the building of the Company's carriages and wagons undergoes a similar inspection by the Carriage and Wagon Superintendent. It still rests with the Stores Superintendent, if the results are found satisfactory, to issue the forwarding instructions to the contractors.

5th. We rely mainly upon the penal clauses of the contracts as our remedy in default of delivery of stores.

6th. The necessity for the enforcement of penalties for default has been very small. It has been found that a methodical system of keeping contractors constantly reminded of their obligations has excellent results, and renders any extreme step almost unnecessary.

I am, &c.

(Signed) A. L. CHARLES,
C. E. Dawkins, Esq., Secretary.
War Office, London, S.W.

London and North Western Railway,
Secretary's Office,
Euston Station, London, N.W.

25th January 1901.

Dear Sir,

In reply to your letter of the 22nd instant, I have the pleasure to give you the following information in reply to your various questions with regard to the practice of this Company in buying stores and materials:—

1. Each department gives an estimate of the quantity of each article which may be obtained under contract, and which they will require during the year. Sealed standard patterns of every possible article are kept, and the patterns may be inspected a week or two before the tenders have to be sent in.

2. The tenders are opened by the Directors and are summarised and submitted to the Stores Committee, who consider and decide which tenders shall be accepted. The letters of acceptance are then sent from the Head Office and the various departments advised of the names and the prices of the successful contractors. The articles, when received at the various stores, are subject to examination by the Storekeeper, who is, of course, a skilled man (each department having one of its own) and, if they are found equal to the standard pattern, are passed into his stock and issued as required by requisition. If the goods are not satisfactory, they are returned to the contractor.

3. As much as possible of the Company's requirements are obtained under contracts, but, of course, there are a number of patented articles which have to be bought, and also unsettled markets justify the purchasing, at times, from hand to mouth, such as tin, iron, oils, and copper, &c., and in such cases the Directors are consulted at their monthly meeting, and in urgent cases by correspondence with the Chairman of the Committee.

4. Each storekeeper orders monthly what he wants and he has to see that the contractors supply satisfactorily and within reasonable time; if they do not, the matter is reported to the Committee and authority obtained to purchase against the firm at fault. Only in the case of timber required, exclusive of sleepers, crossings, and telegraph poles, have we an experienced man to buy in the open market, and the storekeepers advise him of what they want. He reports his purchases each month to the Stores Committee.

5. When construction work is being carried out by a contractor at his own works, the department interested has the power, and uses it, to send an inspector to watch the mode of manufacture. The Directors use their discretion as to the enforcement of penalties—a penalty clause is always embodied in the contract.

6. Penalties are not often enforced; we frequently buy against contractors and charge them with the difference in cost, both for non-delivery in reasonable time and also for articles supplied inferior to standard.

I am, &c.

(Signed) T. HOUGHTON,
C. E. Dawkins, Esq., Secretary.
War Office Organisation Committee,
War Office.

32 Victoria Street, London, S.W.

February 5th, 1901.

SIR,

WE have the honour to refer to your letter of the 16th ultimo, upon the subject of our general practice in buying stores and materials, and we beg to reply to the various questions in the order mentioned in your letter under reply.

1. Each department prepares its own requisition for the articles required in that department, specifying, as far as possible, the make, quality, &c.

2. All stores and materials are bought by a general buyer of good commercial experience, who, although not technically trained, has at his command the whole of the technical staff, whom he can consult upon all matters requiring technical knowledge, such as machines, &c., and who are sent, when necessary, to inspect the articles before the purchase is made. The final decision as to the purchase of stores is always left to one of the Directors, with whom the responsibility rests.

A daily record is kept of the fluctuations of the market prices of metals.

3. For all large quantities of material required by certain dates tenders are invited, and when these are accepted they are made more or less the subject of yearly or half-yearly contracts, this depending upon the quantity and nature of the material required, and supplies are drawn from time to time from these contracts.

4. Special men are employed to visit the works of the contractors to watch the progress of the work and accelerate deliveries with a view to the specified dates of delivery being adhered to. We find it more convenient for this work to be carried out by the works, as they are more in touch with the contractors, and are in a better position to judge when and how deliveries of certain materials should be made.

5. The duty involved in paragraph 4, i.e., inspection, is carried out:—

(a) Before the contract delivery time, and in the works of the contractor, in such cases where this inspection is necessary; and

(b) In other cases the material is delivered to our works, and is inspected there by a staff specially appointed for the purpose; and the material is not accepted until it has passed either inspection (a) or (b).

Where it is possible to insert penalty clauses in the tender, this is done, but as a general rule contractors do not care to accept such clauses. In fact, in the present state of the engineering trade, it is quite the exception to be able to insist on penalties being specified with the order. When penalties are specified in a contract, they are never enforced if reasons can be clearly shown why the goods have not been delivered to time. If, however, there has been culpable inattention to work we may inflict a portion of the penalty, but this is entirely in the hands of the director managing this part of the business.

6. We do not, in fact, enforce penalties to any substantial extent. We find that in nearly every case non-delivery is due to circumstances beyond the control of the contractor, and this is especially the case in

contracts for new material, of which the contractor has not a special knowledge of the details of manufacture, where, in many cases, to estimate a time of delivery is almost an impossibility.

We trust that the above information will meet your requirements, but should any further details be required, we shall be very pleased to furnish the same upon hearing from you.

We have, &c.,

(Signed) VICKERS, SONS, AND MAXIM, LTD.,
A. T. Dawson,

C. E. Dawkins, Esq., Director.
Chairman,
War Office Organisation Committee,
War Office,
Pall Mall, S.W.

REPORT by MR. MATHER, M.P., (a member of the Committee) of his PERSONAL INVESTIGATIONS into the SYSTEM adopted by MESSRS. RYLANDS AND SONS, LIMITED, in the PURCHASING DEPARTMENTS of their FIRM.

This firm is both a manufacturing and a buying and distributing concern, and has a turnover of many millions sterling per annum. It owns eleven mills and factories—eight in Lancashire, two in London, and one in Crewe—in which about 10,000 people are employed.

Most of their mills are devoted to the manufacture of cotton and other textile goods through all the processes from the preparation of the raw material to the finished articles. One or two are used for furniture making, and for the construction of packing cases, cardboard boxes, pattern cards, &c., which are in constant use in the distributing warehouses.

Each factory is under the direct control of a separate manager, who is held responsible for its efficient working.

The purchasing of the materials used in the mills is all done by expert buyers, who are under the management of a central office in Manchester, which is divided into five or six departments.

The firm has three large warehouses, one in London, one in Manchester, and one in Liverpool, the last being treated as a branch of the Manchester house.

These warehouses are divided into a large number of departments, the business of each of which is left separate and distinct from that of the others. In these warehouses are stored the vast quantities of goods which are either purchased or are manufactured in the Company's own mills, and in each of them about 1,000 people are employed in receiving, storing, selling, and distributing the large stocks always kept on hand for immediate use in trade.

Each of the several departments—of which there are no less than 40 in the London warehouse, and even more in the Manchester warehouse, though some of them are grouped together so as to make the total number in London about 29—is under the charge of a separate buyer, who acts as its head, and is responsible for its being constantly supplied with goods, according to the requirements of the trade.

Each buyer is an expert in knowledge of the goods he has to buy for his department and is appointed (all other qualities of character, &c. being satisfactory) because he can be trusted to buy what is required at the best time, of the right quality, at the most favourable price, and from contractors or agents who can be relied on for specified and punctual deliveries.

Some goods he has to be constantly buying; for others, he has to place contracts for stocks to be delivered at specified periods. He is free to buy wherever he best can do so, and is under no compulsion to procure goods manufactured at the Company's own mills. Nor is he expected to deal with firms and contractors with whom the Company has been accustomed to do business, but is at liberty to pass these and deal with others, should he consider it advantageous to do so.

The buyer does not consult the managing director as to his purchases, except on occasions when he may feel uncertain of his own judgment in buying in advance of the actual requirement of his department, or when the proposed purchase in a single line of goods is for an unusually large amount. Except for these restrictions, he has no limitations in placing contracts or making purchases to keep up the stocks

in his department, and make them suit the demands of the salesmen and customers. His one duty is to keep his department well and fully supplied, but not overstocked, with the goods for which there is a constant demand.

The quality of the goods he purchases is checked by the fact that any complaints as to their inferiority or unsaleableness, made by either salesmen or customers, go direct to the managing director, as daily do all invoices, letters, referring to goods, and other correspondence, to be read and considered by him before being distributed to the several departments.

A stockbook is kept of each department, in which are entered day by day accounts of all goods that come in or go out, and these stockbooks are periodically inspected by the managing director of the warehouse, who watches the balances, and can check at any moment any tendency to pile up stocks beyond what he deems prudent, having regard to the ordinary requirements of the department, and to the market prices prevailing at the time.

The keynote of the system of Messrs. Rylands is that all buying must be done by experts, who know the articles used in their departments, and keep themselves constantly familiar with the conditions of the trades which manufacture those articles. New firms, novelties, states of markets, fluctuations of prices—all that may affect their judgment in purchasing or in making contracts—are constantly studied by them; and the close touch they keep with the sources of supply places them in an exceptionally favourable position for buying to the best advantage, at the right time, and on the most remunerative terms. Allowed to buy goods as they think best, whether through tenders or by outright purchase, and checked only by the Managing Director's inspection of their stockbooks on the one side and by the reports of salesmen or complaints of customers on the other, the buyer is left free, but responsible, open to criticism, but absolutely trusted. He is well paid in proportion to the amount of trade done in his department, and has the chances and prospects of promotion, but he gets no commission on the business of his department, no bonus, no share profit. The firm selects good, capable, trustworthy, practical experts, pays them well, trusts them fully, and gives them full responsibility. In some cases the buyers are shareholders in the company.

The buyers visit manufactories, attend markets, travel when and where they deem it advisable to go, only leaving for the Managing Director a memorandum stating where they have gone to and when they expect to be back. They are free also to receive visits at the warehouses of agents, manufacturers, and contractors. Thus keeping themselves constantly in personal touch with the men with whom they deal, as well as with the markets and the factories and other sources of supply, they are not only well qualified to make purchases to the best advantage, but being known to be practical experts, they are not exposed to the chances of being deceived as less experienced men are, and they can discriminate between those who quote low but do not fulfil their contracts punctually and correctly, and those on whom they can place absolute reliance for quality of goods, punctuality of delivery, and reasonableness of prices.

In making purchases or placing contracts, although the lowest prices are always asked for, the lowest quotations are not always accepted, for an expert buyer knows that low quotations are not an infallible test of cheapness. A manufacturer who may have quoted very low may have made a mistake in his calculations, and will be tempted, perhaps, to postpone execution of the order in the hope of buying his raw material cheaper. This leads to delay and to excuses for the non-fulfilment of contracts.

The system at Messrs. Rylands' for ascertaining the amounts of stocks in order and of stocks in hand and undistributed is very simple and efficient.

Every buyer enters in a book day by day all the amounts for which he has contracts, whether for immediate or deferred or periodical delivery, and this book is sent to the Managing Director at frequent intervals. Stock is taken in full detail twice a year.

All articles put into stock are priced at the time of entry, and all articles taken out of stock are duly noted at the time. A subtraction, therefore, of the latter from the former gives at any moment the amount remaining in stock. Moreover, all stocks are classified and arranged according to their classification; and at each period of stocktaking the buyers are instructed to indicate by crosses placed in a column of the stock sheets specially provided for the purpose, the number

of times the goods have been previously taken into stock, putting one cross for each stocktaking. By this system it is easy to ascertain what is old stock and what is new, what is going off well, and what is becoming obsolete, and to compare the old stock with the newest and latest developments, for the purpose of eliminating what is unsuitable and replacing it by what is in greater demand. Great importance is attached to this, as it is the object both of the buyers and of the firm to get rid of articles which are out of date, and to make room for articles best qualified to please their customers, and so to secure the largest possible "turnover" in the department.

The regular accounts for receipts and payments and of stocks are kept by book-keepers who are members of the staff. But as regards audit, each of the several establishments of the firm, whether mills or warehouses, has its books audited separately by independent accountants, who visit each in turn, and present to the head office a certified statement of the accounts and balances of each. These separate audits are accepted as final, and are grouped together for the general balance sheet which is presented to the shareholders at the annual meeting.

REPLY of GREAT NORTHERN RAILWAY to CIRCULAR LETTER re PURCHASE OF MATERIALS, &c.

(1.) Does each department of your business prepare its own requisition for the articles required in the department, specifying all particulars as to make, quality, &c.?

(2.) Are the articles required for each department bought by a departmental employee, possessing technical knowledge, or is the whole of your stores and materials bought by a general trader, possessed of no greater technical knowledge of particular articles or trades than is acquired by an experienced buyer in the course of the performance of his duties? And would such buyer move about the country or have a staff under him to move about to study markets and make inquiries?

(3.) Could you state what proportion of the purchases are affected by tender?

(4.) If you employ a general buyer to make your purchases or to arrange your contracts for purchase, is it his duty, or the duty of the requisitioning department, or the duty of any other employee specially charged with the business, to watch progress on the part of the contractors, and to see that articles bought are duly delivered at the dates of delivery specified in the contracts?

(5.) How is the last mentioned duty practically carried out? Is there inspection of progress before contract delivery time, or do you rely on penalties or legal remedies of buying in default?

(1.) Yes; each department prepares its own requisition for stores and articles required in the department, specifying particulars as to make, quality, &c.

(2.) Formerly the Committee of Directors dealing with the business of a particular department made purchases for that department, but the tendency has been to concentrate in a new committee called the Stores Committee—consisting of a certain number of Directors specially chosen—the buying for all departments. There is a Superintendent of Stores, who is responsible for the sending out of invitations to tender, and who receives the specifications prepared by the departments, which are embodied in the invitations to tender. The Stores Superintendent is a man with general rather than technical knowledge. For the technical knowledge reliance is placed upon the head of each department checked by a chemist and analyst who acts on behalf of the Directors for all kinds of stores. It is the duty of the Stores Superintendent, aided by the technical officers of each department, to keep himself informed as to the firms best fitted to supply the various articles.

(3.) Practically all purchases are made by competition, and as the result of invitations to tender. Special cases arise where an article required may be patented, or machinery stores of an exceptional character, for which particular manufacturers have a special reputation.

There are exceptions to this general principle—for example, hay, straw, and fodder for the company's horses. These are bought by an inspector, acting on the instructions and under the control of a Committee of Directors called the Horse Committee, who keep a close watch on the quantity bought and prices paid.

Tallow, again, is bought through a broker on instructions from the Stores Committee from time to time.

(4.) It is the duty of the Stores Superintendent, who has charge of all general stores, to see that a stock is kept equal to the requirements of the departments. He learns from the departments the probable consumption of the various stores for the six months of the year.

In the case of contracts made for important articles, such as locomotive engines, goods waggons, railway carriages, and important machinery and steel rails, &c., the responsibility rests with the head of the consuming department—the Locomotive Engineer in the one case and in the Engineer of the Permanent Way in the other—for seeing that time is being kept by the manufacturers or contractors. In the case of engines, waggons, coaches, and machinery, it is the duty of the Locomotive Engineer to keep touch during construction by means of an inspector, and to see that both as regards quality of work and keeping to time in construction the contractor is doing his duty. Progress reports are made from time to time.

(5.) In the case of rolling stock and machinery, inspection takes place during construction. As regards steel and other materials for locomotive work requiring test under the specifications, the tests are made before the articles are accepted. Timber for carriages and waggons is inspected before delivery, and in all these cases the inspectors are under the control of the engineer, the head of the department.

Plates, &c., for girder work are inspected at the rolling mills, and tests made in accordance with the specification.

Steel rails may be inspected before delivery; they are inspected after delivery, tests are applied, and they are rejected if not satisfactory.

These inspectors are under the Chief Engineer.

(6.) Do you in fact enforce penalties to any substantial extent?

(6.) It is not found practicable to enforce money penalties for default to supply either as regards quality or time. If goods are supplied not up to standard they are rejected, and the most effective penalty for late delivery or unsatisfactory performance of work is to leave out the contractor, and to refuse to entertain his tenders.

Contracts for coal are not made on invitations to tender, but largely by negotiation under the direction of the Committee. Contracts are made for periods of three, six, or twelve months, as the case may be, specifying either a quantity per week, or a minimum and maximum quantity which may be taken.

With regard to general stores and smaller articles for general consumption, contracts for periods are made, some for specific quantities for a period, and some for quantities which may be required for three, six, or twelve months. For example, leather goods, oils of various kinds, varnishes, hardware, cloth, carpets, lamps, pipes, sanitary tubes, &c.

Invitations to tender for some things are by open advertisement, and others from firms on a list of selected and approved firms.

There is one very important principle which the experience of the company has led the directors to lay down, viz., not to have two buyers in the market for one class of goods at the same time, and therefore the tendency is, as already stated, to concentrate the buying of all stores, articles, and machinery required in the hands of one committee. The committee calls in consultation the heads of departments in order to obtain expert advice as regards qualities and work. For example, timber is largely used both by the Locomotive Department and the Permanent Way Department. Some kinds of timber are common to both departments. On the other hand, each department uses special kinds of timber which the other department does not. In such cases the advice and assistance of the locomotive engineer and the engineer of the permanent way would be available to the committee.

Our method of dealing with tenders is as follows:—The tenders are ordered to be sent, sealed, to the secretary, the date and time being specified. They are opened by a director, numbered consecutively, and initialled by him, and entered in a book which the director initials. The tenders are then handed over to the secretary to be scheduled by his department for the purpose of convenience of comparison of prices. They are then submitted to the committee of directors, who decide which tenders shall be accepted.

It will be seen that the object of this procedure is to prevent the tenders of one firm or of any firm being known outside before the decision is arrived at.

It is our practice to exclude tenders which may arrive late.

Co-operative Wholesale Society, Limited,
Manchester,

DEAR SIR, March 5th, 1901.

WE beg to reply to your inquiry of the 16th January, as follows:—

1. Each department prepares its own requisition for the articles required for sale in the department.

2. The articles required for each department are purchased by the buyer of the department, who, as a rule, possesses technical knowledge of the goods sold in the department.

In some of the departments, however, which cover a wide range of small articles, the buyer may not have a special technical knowledge of each class of article, but he will have a good general knowledge, gained by his experience as a buyer, and in most cases has expert assistants under him.

We have also a system of "joint buying" as between our central establishment at Manchester and our branches at Newcastle and London, and it is put into operation whenever such joint action is considered advantageous in the way of getting better terms than

if each buyer acted singly. In these cases, one buyer is deputed to purchase the requirements of all. This system is frequently extended to the Scottish Co-operative Wholesale Society, Glasgow, who in many ways join with us in purchasing our joint requirements.

Our productive departments obtain their raw material, whenever advantageous and practicable, through our distributive departments.

With regard to studying markets and making inquiries, in addition to the ordinary business channels of information, our buyers make frequent journeys for these purposes. For instance, the managers of our corn mills attend the principal corn markets, the manager of our woollen mills attends the London wool sales, the managers of our boot and shoe works attend the London leather sales, our sugar buyer visits France and Germany periodically to keep in touch with the sugar market, beet crops, &c., our dried fruit buyer visits the vine districts of Greece and purchases fruit on the spot, likewise Spain for Valencia raisins, &c. Occasional visits are also made to America and Canada.

We have, besides, our own permanent buyers stationed in New York, Montreal, Sydney, Denmark, Sweden, Germany, Ireland, &c., for the purchase of produce and giving us information regarding crops, markets, &c.

In the case of important deputations or visits, especially abroad, the buyer is usually accompanied by a member of the Committee.

All important purchases or contracts not required actually for current requirements are reported specially to the Committee, and the general purchase books are also placed before the Committee weekly.

3. In our trading departments (distributive and productive) purchases are seldom, if ever, made by tender.

We, however, obtain tenders for plant, machinery, engines, boilers, &c., when fitting up any of our premises, and we also obtain tenders for building materials when building our own warehouses, works, &c.

4, 5 and 6. In proportion to our trade, our contracts are not numerous. Our trade, as a rule, is regular week by week, but subject to the usual larger demands for various goods and produce at their particular seasons.

When a buyer makes a contract, he enters the particulars in his purchase book, and from there the same is posted to a contract book which is kept in the office. The deliveries are also posted up to the same account, and in this way the position of each contract is seen at a glance at any given point. As a rule, the contracts are kept in order by correspondence from the office, or, in exceptional cases, by the buyer. We have seldom any great difficulties with our ordinary business contracts, and any claim we may make for default is usually readily paid.

In many cases, the main terms and conditions of sale and purchase are fixed and controlled by Trade Associations, and no trader of repute would act against the obligations of his Association.

When purchases are made from samples, the samples are invariably retained and compared with the goods after arrival.

Each buyer has a brief summary of stocks (at least of the principal kind of goods) placed before him every morning, from which he can see at a glance the balances of available stock at any place, the balances undelivered by manufacturers and merchants, or what is in transit.

We have more difficulty with our contracts by tender for plant, machinery, engines, building materials, &c., and at times are put to considerable inconvenience through delay.

Visits are made to manufacturers, &c., when considered necessary whilst the contracts are in progress, by our architect, engineer, building superintendent, or a member of the Committee, to see the actual state of the work in hand. In these matters of delay and defaults, we rely more upon mutual arrangement and application of ordinary business pressure rather than on penalties and legal remedies. As a matter of fact, contractors are very reluctant to accept a penalty clause in their contracts.

The above remarks include the main features of our purchases and contracts, but many smaller matters of detail are omitted in order to avoid making our reply too complex and confusing. Particulars of these details and their bearing on the main points could, perhaps, better be explained personally.

If you think an interview would be of service to your inquiry, a member of our staff would be happy to wait upon you by appointment.

Yours truly,
Pro Society,
(Signed) J. BRODRICK.

C. E. Dawkins, Esq.,
War Office Organisation Committee,
War Office, London, S.W.

MEMORANDUM by the DIRECTOR OF CONTRACTS on certain points arising in EVIDENCE.

(C.)—(1.) CONTRACT for PACKING CASES,

Questions 561 and 2811.

Contract 19.5.99, for 7,900 Packing Cases for delivery of 4,297 from 9.6.99 to 11.8.99 and of 3,603 from July 1899 to March 1900 by equal instalments.

This order was placed with the concurrence of the Director-General of Ordnance. The first notice was i 15090.

received from Principal Ordnance Officer of any delay was on 5th September 1899.

Between that date and 25th November the firm was written to four times, in each case giving promises of speedy deliveries. On 25th November they wrote that the difficulty lay in the elm for the ends, that they were doing all they could with the English elm they had obtained, and that they had placed an order with a London firm of agents for a supply of American elm, but had only had a telegraphic confirmation of the purchase.

On being again pressed they stated (3.1) that the shippers had undertaken to despatch a consignment of elm from America by 31.12.99.

On 6.2 they stated that they had not received the elm, but would send in 100 packing cases during the next week. The deliveries continuing unsatisfactory, we purchased, on 9.4, 4,379 cases in the firm's default, upon which no excess cost was incurred.

The firm completed the remainder of the Contract in the end of August or the beginning of September.

The contractor's previous reputation with the Department had been good, and his execution of this Contract was most disappointing.

He was one of the few firms whom the Pimlico Clothing Department previously considered capable of making their packing cases, and, of these few, he had about the best reputation. From the time we were informed of the default the packing case market was considerably excited, very large number of cases being required, not only for the Army Ordnance Department at Woolwich, but also for Pimlico and the Supply Reserve Depot at Woolwich. Purchase in default would have been resorted to earlier, but for the fact that other firms were fully employed, and there was no reason for supposing that it was possible then to improve the position.

No excess cost was leviable on this Contract, but the firm suffered to the extent of 230*l.* on two other purchases in default made just before.

It will be noticed that the Principal Ordnance Officer in his evidence (Q. 561) omits to say that the purchase in default was made, not as might be inferred after the 17th August, but nine days after the order was due for completion.

(2.) CONTRACT for MULE HARNESS.

Questions 684 and 2849.

On 10th July 1899, about three months before the outbreak of war, the Chief Inspector of General Stores purchased, on the instructions of the P.O.O.—

1,250 neck straps,
420 pole straps, and
400 trek chains,

amounting in value to 659*l.* 8*s.* 4*d.* (the Principal Ordnance Store Officer's limit, by the Secretary of State's decision, being 25*l.*), dividing the order at the same prices between two Birmingham firms. When, on the 26th July 1899, the order was brought to our notice, we pointed out that the price of the leather work was considered high (*e.g.*, pole straps, were bought at 8*s.* 2*d.* each, while the last price to the War Office was only 6*s.* 3*d.*), and we asked the Director-General of Ordnance whether the concurrence of the Contract Branch should not have been asked at the time. The items purchased were completed articles, and could have been obtained by competition in the ordinary way as soon or sooner. The Director-General of Ordnance replied the order was very urgent, and the purchase was approved. The objection raised was a formal one, and merely to the fact of the Principal Ordnance Officer exceeding his authority. No objection whatever was raised to the purpose for which the stores were required being carried out by the Principal Ordnance Officer.

The next demand of the value of about 10,000*l.*, to which the Principal Ordnance Office refers, was received in Contract Branch on 29th September 1899. The same day this demand was received orders were actually placed for about nine-tenths of the quantity. It was impossible to place the remaining items with the Birmingham firms, as the Birmingham and Walsall trade were absolutely full up, and being kept at work night and day on the new complete sets of mule harness. The greater portion of the balance had, therefore, to be entrusted to London houses, and these

were accepted on 10th October 1899 for the best offers that they could make, except for 500 head collars left open on a question of time. The Principal Ordnance Officer could not possibly have obtained the miscellaneous parts more rapidly by local purchase, because all available sources of supply had been used up in getting the complete equipment. The moment (i.e., on 12th October 1899) it was pointed out to us that Chief Inspector-General Stores might help in converting some of the articles, we wrote:—

"D.G.O.,

"To see. Concur in C.I.G.S. making the 500 head collars not ordered. No objection, also, to his converting an additional quantity if you consider it desirable.

"I do not understand P.O.O. to mean that C.I.G.S. can assist as regards the other items; but, if it is so, we have no objection to additional orders being given to him. We should like to know soon what has been done."

Nothing could have been more explicit than this, in showing our complete accord in every possible assistance being made available.

As regards the units leaving this country without their equipment, and thereby risking disaster to the British Army, as suggested in the evidence, the units did not require the harness until they got their mules, which were to be supplied to them in South Africa. The harness in complete sets was being dispatched to that country as fast as it could be manufactured, and it had been arranged that any required before its arrival should be purchased locally in South Africa, where it had been ascertained that plenty could be secured.

Under these circumstances, any assistance that could have been rendered by the Chief Inspector of General Stores, in making up complete sets from parts in store and parts to be purchased, became, comparatively speaking, of secondary moment, bearing in mind that large quantities of complete sets were being manufactured for immediate despatch.

28th January 1901.

A. M.

(3.) CONTRACT for STEEL BALLS.

Questions 1712 and 2948.

Firm A are known to us as agents and general merchants, and were noted for Steel Balls on the recommendation of D.G.O.F., under these circumstances:—

Copy of telegrams. (September, 1891):—

D.A.C. to D.G.O.F.:—

Your demand No. 102 for 2,000 Steel Balls for derrick revolving slide—no offers received from firms invited—as no recent order is traced will you name one or two likely firms.

D.G.O.F. to D.A.C.:—

Previously obtained from Firm B; Firms C and A are likely firms.

The "large order" referred to in Question 1712 is presumably that given on 5th December, 1900, when on a tendering for 3,500, D.A.C. ascertained that Firm A, who quoted lowest, obtained their supplies from another firm, and that the Firm D, who were next, made their own. C.S.O.F. thereupon minuted as follows:—

"Kindly divide the order between Firm A and Firm D. We shall then be able to compare the quality of the balls they supply"; and orders were placed accordingly.

As regards Question 1713, it is known that Firm A have bought some Steel Balls from Firm E, as the latter firm stated this in connection with recent inquiries as to their standing. The case referred to in this question is a tendering for 2,000 Steel Balls, for which Firm E quoted lowest at 51s., and Firm A next, at 59s. per 100. Firm C quoted 71s. 6d., and Firm D, 91s. 6d. C.S.O.F., on being consulted, replied as under on 22nd December, 1900:—

"We specially require balls which can be thoroughly depended upon, and if Firm E supply

Firm A, their supplies would probably not be such as we require, nor of course would be those of Firm A. Firm C also has not given satisfaction. Please therefore place the order with the Firm D, upon whom we can depend."

This was the first complaint on the subject, and order was placed with Firm D. as recommended.

(4.) CONTRACT for MANGANESE BRONZE.

Questions 1718 and 2949.

Firm A supplied a sample lot of their metal in 1894, and D.G.O.F. reported on 20.4.94, that it did not compare favourably with "Firm B or C, being lower in tensile strength than either of these."

In reply to our letter notifying this adverse report, Firm A wrote on 28.5.94 as follows:—

"The report . . . is so different to our own and our customers' experience, including this very material supplied to the Arsenal itself by ourselves through War Office contractors, that we trust you will do us the favour to ask the Woolwich authorities to give us the actual results of the test bars and also the corresponding tests of the test bars with which our material compares unfavourably."

They stated verbally that the great gunmaking firms preferred their metal.

D.G.O.F., on 29.6.94, reported that he had told Firm A "the results obtained when testing their material," and had pointed out that it did "not comply with the specification."

In November 1894, D.G.O.F. reported further, but whether this referred to the same or another sample is not clear from the papers:—

"The sample submitted by Firm A gave very satisfactory results, but it remains to be established whether the metal will be suitable for hydraulic purposes such as we require the Manganese Bronze for. To enable Firm A to carry out tests, we have lent them a casting pattern, and any recommendation must remain in abeyance until we see whether they can meet our requirements for this work."

They were accordingly noted for Manganese Bronze, but were told that before orders could be placed with them it must be shown that their metal is suitable for our purposes. (4.12.94.)

On 18.3.95 they complained that they had not been invited to tender, and D.G.O.F. later on forwarded letter from Firm A, dated 28th March 1895, as under:—

"Replying to your favour of 20th instant, we beg to remind you that we have already submitted samples of our patent bronze, which have more than stood your own official tests which govern the supply of Manganese Bronze to your Department, and as the result of these tests, on the 4th December last we received a letter from the Secretary of State for War informing us that our name was included in the War Office list of firms who are invited to tender for Manganese Bronze."

"Instead, however, of our being since invited to tender for your requirements, we are simply asked to send a sample 1 cwt. of metal to be used for making intricate castings, which, whether made of our or any other material, may or may not turn out satisfactorily, according to the amount of care and skill bestowed upon same by your work-people."

"We are quite prepared to guarantee that our material, if treated with the same care and skill as Firm B's Manganese Bronze, which you are now using, will produce at least as good results, but it is only natural that your people should have a prejudice against using a new material."

"We trust you will excuse our asking if you will kindly arrange to have some precisely similar castings of our own and Firm B's Manganese Bronze made and tested in our presence at the Arsenal, when we feel sure you will at once see the correctness of our statement."

"We send you by Book Post our new illustrated pamphlet of our Patent Bronzes, and on pages 19 to 22 of same we give a list of the different users, which we think should be a sufficient guarantee of its excellence."

Upon this letter the following minutes arose:—

"D.G.O.F. to D.A.C., 11.4.95.

"The enclosed letter from Firm A, dated 28th March, is forwarded for your information. We have been endeavouring to obtain a quotation from them for 1 cwt. of their bronze in order to ascertain its fitness for our work, which cannot be fully determined by test results obtained from a few selected samples. We require a material which we can cast ourselves, and if their metal requires so special a treatment that it is beyond our skill, then it is evidently not suitable for us. The proposal at "A" cannot be accepted, but if they will quote a price, as already asked, and it should be reasonable, we will then give it, as in all such cases, a fair trial."

D.A.C. to D.G.O.F., 16.4.95.

"Do you see any objection to our inviting them to tender on the next occasion? Then, if they come in by price, we can go into the question of a trial order."

D.G.O.F. to D.A.C., 18.4.95.

"It would be useless to invite them to tender until we have tried their metal and obtained satisfactory results."

"We have this morning received quotation from Firm A, viz., 60l. a ton, and have ordered 1 cwt. for trial."

It is not clear whether the further sample was supplied. On 21.6.95 C.S.O.F. reported that he had not then received it and again on 3.9.95.

Orders continued to be given to Firm B for their metal, and on 10.8.99 D.A.C., after giving an order for 40 tons, minuted to C.S.O.F. as under:—

"This makes a total of 135 tons of this special alloy bought since Christmas without competition. Can you not see your way to try samples from other firms, in view to putting an end to this monopoly?"

C.S.O.F. replied on 15.9.99:—

"We have no objection to making further trials with (say) 5 cwt. each from Firms C, D, and A, if these firms are now in a position to supply to our specification. Perhaps Firms E and F could also send in small trial lots."

These five firms were asked to supply accordingly, and all submitted samples. Firm A replied on 25.9.99, as under:—

"We have not the slightest difficulty in casting Improved Manganese Bronze at our works here according to the specification given in your letter, which will stand considerably higher tests than those named by you. We will, therefore, send a sample lot of 5 cwt. to the Royal Arsenal, Woolwich, and when it is desired to make some specimen castings from it we should like one of our workpeople to attend at Woolwich to give the necessary instructions for casting it, so that the best possible results can be obtained. We may tell you that we supply many hundreds of tons of this material every year for British Admiralty use, and in every case it has given the greatest possible satisfaction."

On 24.1.00, C.S.O.F. made the following report:—

"(1.) The sample lots submitted by Firms F, E, and D were quite unsuitable for our requirements, as the test pieces gave unsatisfactory results."

"(2.) Test pieces taken from the samples submitted by Firms A and C complied with the mechanical tests, but cylinders made from these supplies failed under water pressure. As the greater proportion of the manganese bronze used here is required for hydraulic work, these two firms cannot be recommended for the supply of this material."

In reference to this trial Firm A wrote on 17.2.00 as under:—

"Some two or three months since, we received a letter from the Director of Army Contracts asking us if we were in a position to supply manganese bronze to the War Office to stand certain tests (these tests, I may tell you, were of a somewhat peculiar nature, and we had never been asked for them by any other user of manganese bronze), requesting us, if we could do this, to send down a sample lot for testing."

"This was done, and the tests obtained were considerably above those mentioned by the Director. We then naturally concluded that, this being the

case, the matter, so far as trials were concerned, was at an end, and that we should be placed on your list of Contractors for manganese bronze for the future."

"To our surprise, however, we were informed by the Arsenal authorities that, although the only requirements governing the specification and the supply of this material furnished to the War Office were the tests mentioned above (with which we had amply complied), yet they (the local authorities) had a further test of their own which it was requisite our material should pass, before we should be allowed to supply the Royal Arsenal."

"This test, as explained to you, is from our point of view a highly unsatisfactory one, as it is absolutely impossible under the conditions existing to properly compare trial castings; our castings having of necessity to be prepared in the presence of, and with the assistance of, the Arsenal foreman and workpeople, whereas we are not allowed to be placed in a similar position by being present at the manufacture of the sample produced by the authorities themselves, and in fact are only allowed to see the finished article ready for testing without being acquainted in the slightest extent with the processes it has undergone in its manufacture."

"Under these circumstances, I think it only right to inform you that we are on the Admiralty list for manganese bronze of all descriptions, for hydraulic gun and gun-mounting work, and also supply the great gunmaking firms, for one of whom, in fact, we held the contract for manganese bronze and gun mountings for over 12 months, supplying them with manganese bronze rams, hydraulic cylinders, and all descriptions of manganese bronze work for this purpose."

In reply to our inquiries, the Admiralty stated on 12.3.00 that Firm A's "Bronze has been used for propeller blades and for framings of small engines, and up to the present it has given no cause for complaint."

The gunmaking firm answered on 7.3.00:—

"We have extensively used the Manganese Bronze supplied by Firm A in the shape of stampings for fuzes and in the shape of ingots for foundry purposes. We have on all occasions obtained satisfactory results, their material fulfilling the specified tests."

The C.S.O.F. was asked for remarks on this correspondence, and observed as follows:—

"This firm have had every facility to enable them to become acquainted with our requirements. The difficulties to which they refer have arisen in connection with trial orders for ingot metal required for castings which, when finished, have to stand hydraulic pressure. . . . The firm are in the same position as Firm C (see par. 2 of Minute of 24.1.00). Their material passed the tests laid down in the specification, which is the nearest guide we can give to our requirement. Like Firm C's, however, it failed when it came to be manipulated. The mere compliance with the specification tests cannot be taken as a final proof of the suitability of the material. Nor can we, in view of the time, labour, and expense involved, add to the specification the stipulation that the material shall be found capable of making a satisfactory casting. We can get material which will both stand the tests and make the castings; and it is for the firm to discover the way to compete with this quite satisfactory metal. As stated at the beginning of our Minute of 17.4.00 above, we have given the firm every facility to enable them to become acquainted with our requirements, and it is difficult to see that we can do more."

The D.A.C., therefore, told Firm A on 3.5.00, that the Department was not prepared to note them for manganese bronze ingot on their present record. In acknowledging, Firm A asked for a further trial when the pressure of work somewhat relaxed.

On 14.5.00 Firm C applied for a further trial, and, in passing this request to C.S.O.F., D.A.C. suggested that "it might be advisable to give Firm A a similar trial."

C.S.O.F. replied on 2.6.00: "We will give Firm C a further trial, but we do not consider that it is any good going to Firm A again at present," on which

D.A.C. pointed out that, in view of the previous discussion and correspondence, the Department could not "well refuse Firm A a further trial." The C.S.O.F. answered, on 4.7.00, as under:—

"I do not see that we are called upon to go out of our way to incur the trouble and expense of a third trial of Firm A's Manganese Bronze ingot, and unless there is some very cogent reason for reopening the question so soon with them, I think the matter should be allowed to drop, for the present, at all events, especially as the firm appear to have acquiesced in your decision in their letter of 5th May."

Since then the following further minutes passed:—
D.A.C. to C.S.O.F., 11.7.00.

"The firm did not acquiesce. They have verbally protested and pressed for a further trial. I do not want to cause any unnecessary trouble, but it seems desirable to satisfy them if possible."

S.O.F. to D.A.C., 19.7.00.

"If you wish, we will make a further trial, but at present it would be very inconvenient."

D.A.C. to C.S.O.F., 20.7.00.

"I would like to try Firm C's and Firm A's about the same time. When can you conveniently do both?"

C.S.O.F. to D.A.C., 16.8.00.

"I had made arrangements to try Firm C's as soon as supply is received. Trial of both cannot conveniently be made for some time. Do you wish trial of Firm C's deferred, please?"

D.A.C. to C.S.O.F., 18.8.00.

"Under the circumstances, no. But I should like Firm A's to be taken up as soon as possible afterwards."

C.S.O.F. to D.A.C., 6.9.00. Noted.

D.A.C. to C.S.O.F., 16.10.00.

"Can you say what progress has been made with Firm C's trial, and when you will be able to give Firm A his trial?"

C.S.O.F. to D.A.C., 30.11.00.

"This metal has been tried and it does not meet our requirements, a reservoir cast from it having failed to stand a water pressure of less than 200 lbs. per square inch. Do you still press for a third trial of Firm A?"

D.A.C. to C.S.O.F., 4.12.00.

"I should like Firm A's to be tried again."

C.S.O.F. to D.A.C., 3.1.01.

"As you are aware, I am not in favour of making any further trial of Firm A's Manganese Bronze, and have only agreed to do so in view of your strongly expressed wish that another (the third) test should be made. These trials are expensive, and I think Firm A should be called upon to bear the cost of the trial if the result prove that their metal does not stand the necessary test."

"To avoid mis-statements by the firm it should be clearly understood whether they wish the test to be carried out—

"(a) entirely by the O.F., or

"(b) under the superintendence and direction of their own representative and on his sole responsibility."

"Will you make this clear to Firm A, and let me know what course they prefer?"

On 10.1.01 Firm A was written to by D.A.C., as under:—

"In reference to your letter of the 11th October last and to previous correspondence, I am directed by the Secretary of State for War to acquaint you that the Department is prepared to make a further trial of your manganese bronze, on the understanding that you bear the cost of the trial if the result prove that your metal does not stand the necessary test."

"I am to request you to be good enough to state whether you wish the test to be carried out—

(a) Entirely by the Ordnance Factories' officials, or

(b) Under the superintendence and direction of your own representative and on his sole responsibility."

On 16th January 1901, Firm A replied as under:—

"We are in receipt of your esteemed favour of the 10th instant, and in reply beg to inform you that we will gladly pay the costs of any trials of our improved manganese bronze, should it be found in any way inferior to the metal you are now using."

"We would wish that these trials should be carried out in the presence of the Ordnance Factories' officials and of our own representatives, and for the manganese bronze you are now using and our improved manganese bronze to be manipulated at the same time, and in precisely the same manner, and to be subject to precisely the same tests."

"We would also suggest that test bars should be cast from the respective metals for tensile, transverse, torsional, and compression tests, and that castings of various articles in general use at the Arsenal should be cast from the respective metals, and tested under precisely similar conditions, care being taken that the bars and castings should only be manipulated when the Ordnance Factories' officials and our representatives are both present."

"Trusting these proposals will meet with your approval, and hoping to hear from you that the trial may now take place."

The reason for pressing for the third trial was that a representative of Firm A called early in 1900, and stated that he had reason to doubt the bonâ fides of one of the workmen in charge of the casting. On the Admiralty and the gunmaking firm confirming the statements as to the satisfactory character of the firm's bronze, a private note was sent to Donaldson at the Ordnance Factories, telling him of the representative's suggestions, and asking him to communicate with Colonel Bainbridge, who is therefore aware of all the circumstances. This explains the subsequent action, including Firm A's desire to be present at the trial.

NOTE.

D.A.C. - Director of Army Contracts.
D.G.O.F. - Director General of Ordnance Factories.
C.S.O.F. - Chief Superintendent of Ordnance Factories.

(A letter from Firm A, dated 11.10.00, asking for a further trial was enclosed.)

(D).—STATEMENT FURNISHED BY THE DIRECTOR OF CONTRACTS SHOWING COPPER PURCHASES FOR SIX MONTHS BEFORE AND FOR SIX MONTHS AFTER METAL BROKERS CEASED TO BE EMPLOYED.

Comparison of Quantities and Prices of Copper Ingot bought during the Six Months preceding and the Six Months succeeding 5th February 1897, the Date on which it was decided to buy this Supply direct from the Trade instead of through Brokers.

Brand.	By Broker.					By Contract.				
	Order.	Quantity.	Average Price.	Market Rate.	Difference.	Order.	Quantity.	Average Price.	Market Rate.	Difference.
				(Economist, B.S.)	Above or below Market Rate.				(Economist, B.S.)	Above or below Market Rate.
			£ s. d.	£ s. d.	£ s. d.			£ s. d.	£ s. d.	£ s. d.
B.E.R.	4/8/96 7133 6362	Tons. 300	52 18 0	51 0 0	+ 1 18 0	4/8/97 7226 596	Tons. 350	53 14 0	54 10 0	- 0 16 0
Burra Burra										
Wallaroo	15/8/96 6372	100	52 5 9	50 10 0	+ 1 15 9	11/8/97 596	100	52 9 9	54 10 0	- 2 0 3
	12/9/96 6378	190	51 18 6	50 10 0	+ 1 8 6	4/5/97 596	250	50 10 0	52 0 0	- 1 10 0
	9/11/96 6407	650	52 14 9	53 0 0	- 0 5 3	12/6/97 611	306	50 15 6	52 0 0	- 1 4 6
Langans	4/8/96 6362	50	51 18 6	51 0 0	+ 0 18 6	4/3/97 596	100	53 18 9	54 10 0	- 0 11 3
	9/11/96 6407	210	51 18 6	53 0 0	- 1 6 6	—	—	—	—	—
Electrolytic	6/8/96 6365	5	52 18 0	51 0 0	+ 1 18 0	None bought during this period.				
Electro deposited	6/8/96 6365	5	52 18 0	51 0 0	+ 1 18 0					

Q. 1774. This is the statement of copper purchases made for six months before and for six months after the date upon which brokers ceased to be employed.

20/1/1901.

(Signed) A. M.

(E).—MEMORANDUM BY THE DIRECTOR OF CONTRACTS ON CONTRACT FOR TENTS.

Orders placed since the Commencement of the War (omitting Valises and Pin-bags).

(1.) Up to the beginning of October all orders for tents had been obtained by Warrants issued under running contract with Firm A, 2nd March 1897. The quantities ordered were largely in excess of the estimated annual requirements, and as Firm A was quite full up it was decided, towards the end of September 1899, to place further quantities by competition.

(2.) A demand was accordingly put forward, dated 30th September 1899, for 170 tents of sorts, and 1,100 roofs of sorts. Ten firms were invited to quote, three offers were received, and the order was divided between Firm B and Firm C, a new firm, 16th October 1899. Firm A was not sent to.

(3.) The next demand, dated 13th October 1899, for 20 tents store was also divided between Firms B and C, 28th October 1899, there being no complaint at that date of either firm. On this occasion 10 firms were sent to and three offers were received. Firm A was declined.

(4.) The next demand, dated 26th October 1899, for 670 roofs, 5,000 tents, and 150 walls was allotted to Firms B, A, and D, Firm C being passed as in arrear. We were aware that Firm A was, at this time, somewhat full up owing to the large warrants issued, but as these were altogether in excess of what he had contracted to do, there was no reason for thinking that he would not now keep fairly to his contract time. We had still no complaint as to Firm B. On this occasion we sent to 10 firms and got five offers.

(5.) The next demands, dated 1st November and 9th November, included 470 tents, 1,360 roofs, and 580 walls, and were divided between Firms B and A, 2nd December 1899. Eleven firms were sent to, only three full offers were received, one of these, Firm C, was passed being reported in arrear. A fourth offer (Firm D's) was only for two items out of 10 required. We had still no warning as to Firm B being in arrear.

(6.) The next demand, dated 1st December 1900, was for 2,000 tents D'Abri, which were apparently of no urgency, and were not shown as being for war service. Of these, 1,600 were placed with Firm A, and 400 with Firm B, 15th December 1899.

(We had, on 11th December 1899, received a default report on one of Firm B's contracts, but the arrear did not appear at that date such as to warrant our excluding him from a contract for a supply not wanted quickly.)

The papers in the case are not available, and it is not clear whether the order could have been advantageously placed other than with these two firms.

(7.) The next demands were dated 6th December and 6th January. These demands included 3,000 roofs, 8,800 tents, and 500 walls. The earlier of the two was, in the first place, put to tender, our ordinary list of 10 firms being applied to, five responded, four were accepted as far as their offers went, but as one offer (that of Firm D) was only for small portions of the requirement, the bulk of the order had necessarily to go to Firms B, A, and C. The fifth offer (that of Firm E) for trifling quantities at prices about double the others was declined. A portion of the supply was kept back and put to tender to three new firms F, G, and H, all of whom were subsequently accepted, 15th January 1900. The balance of the two demands was again put to tender to a largely extended list, the result of our inquiries. On this occasion we tried 26 firms, received 11 offers, and placed eight orders (2nd February 1900), four of which went to new firms K, L, M, and N.

(8.) The next demand, dated 21st January 1900, included 1,500 roofs and 10,130 tents of sorts. Some of these had been placed on the tendering referred to in preceding paragraph. For the balance 27 firms were tried, and 17 offers were received. The order was divided amongst 11 firms, including four not previously employed—O, P, Q, and R. Firm B were passed on this occasion, and Firm A was given an order for delivery long ahead.

(9.) The next demand, dated 20th February 1900, was for an urgent supply of 200 walls and 200 roofs required for immediate shipment to enable a field hospital to be equipped. We had on this occasion to obtain offers by telegram; we sent to 12 firms, accepted eight, including Firm S, a new firm. On this occasion, owing to the great urgency, we had to get 100 walls from Firm B, although we were, of course, aware that it would interfere with his existing orders.

(10.) The next demands, dated 8th February 1900, and 20th February 1900, included 1,200 roofs, 600 walls, and 1,600 tents and were sent to a list still further extended; 37 firms were tried, but only 12 offers were received, 10 of these were accepted. Firm A was given an order for tents required for the most part consequent on increase to Artillery batteries, and not specially urgent.

(11.) Special orders were further placed with Firm P, 21st March 1900, for 1,000 bell tents made of French duck; with Firm T, 29th March 1900, for 1,500 single

circular tents made of Birkyre's Indian cloth; and 22nd March 1900, with Firm U, for 3,000 single circular tents of American cotton duck.

Firm T were a new firm for tents and are in a large way. We had previously tried to get them to make up tents from our duck, but without success. Firm U was the first order to America.

(12.) On 6th April 1900, we obtained at a few weeks' notice 81 H.P. marquees for Salisbury Plain. This is noticed, as we introduced on this occasion another new firm V. This firm has its supplies made up on the Continent.

(13.) The next demand, dated 21st March 1900, included 7,240 roofs, 3,434 tents, and 320 walls. For this we again extended the list, applying to 40 firms. We received 16 offers and accepted (4th May 1900), 11 firms, including one new firm, W. Firms A and B were passed on this tendering. Outside the tendering 2,000 single circular tents of cotton duck were placed, 10th May 1900, in aid of the demand with an American firm, X.

(14.) The foregoing does not include various special purchases from stock or special tents, such as green rot-proof tents, for which we are necessarily limited in competition.

(15.) It will be observed that our last order to Firm B, apart from a small special order wanted at once, was dated 30th December 1899. At the latter date the arrear of Firm B was not alarming, the supply not being very long overdue, and on this tendering the offers received left us little choice. Firm A has been given some later orders, but not, as a rule, for very urgent deliveries. Firm A is by far the largest and most experienced contractor on our list. No other firm can turn out nearly so many tents, and his services in this emergency have been very valuable. We are now passing him, having succeeded in extending competition. It is only due to Firms A and B to say that when they took their contracts (as a rule at low prices) they could have had no idea of the enormous drain on the labour available for tent making. Their resources have been limited by reason of their labour being taken away by other firms in South and East London, with whom we had placed subsequent contracts.

(16.) If D.G.O. had given us earlier an approximate forecast of his requirements, we would have been able to make earlier provision to meet them by extending competition or by placing orders abroad. As it is we have received during the war 16 different demands for tents, mostly for quick delivery. This piecemeal method has multiplied our work and has made it almost impossible to provide for reliable deliveries, as each order placed interfered, to a certain extent, with the previous ones. We have gradually extended the basis of supply from three to 21 firms. Considerable quantities of tents have been ordered for periods much in anticipation of D.O.G.'s requirement. It is presumed that immediate wants are now in a fair way of being met, as P.O.O. has recently refused offers of tents not strictly to pattern, stating that "he now hopes to get along."

(17.) If D.G.O. had earlier agreed to take cotton duck, such as is used in Germany and America, there would have been no difficulty in obtaining ample supplies, but on 29th January 1900, he refused a large and reasonable offer of German tents, such as are used in the German service, and on 22nd January 1900, he stated that cotton duck was not suitable. We passed him various offers of American tents of this material, but he did not propose to take advantage of any of them, and it was not until 16th March 1900 that he agreed to take tents of this material.

D.A.C. decided to invite seven selected firms, and four tendered:—

Firm B	-	-	-	-	37s. each.
Firm A	-	-	-	-	40s. "
Firm C	-	-	-	-	42s. "
Firm D	-	-	-	-	43s. 9d. each.

D.A.C. submitted tenders to D.G.O.F. and asked his concurrence in accepting Firm B. At request of D.G.O.F., Firm B was asked by D.A.C. to submit a sample, which he did, and D.G.O.F. reported on 14th January 1898 as under:—

The sample spring was "satisfactory, except in a few minor details, which have been pointed out to a representative of the firm. The order for the 250 may now be placed with this firm."

This was done on 17th January 1898.

Nothing more was heard of the order until 31st October 1898, when D.G.O.F. reported as follows:—

"Firm B have made several attempts, but have completely failed to supply suitable springs. On the 14th December last they submitted a sample spring which was satisfactory, save in some minor points, which appeared capable of being easily overcome; but supplies of 12 and 18 springs, made on the 25th June and 1st July respectively, were not in accordance with the drawing and specification"; and also, that as a subsequent delivery of 12 was unsuitable, he recommended that the order be divided "between Firms C and A for the earliest possible delivery."

D.A.C. obtained quotations from Firms A and C by telegram. The former quoted 37s. each, and the latter 39s.

On 3rd November 1898, 150 were ordered from Firm A and 100 from Firm C.

No communication has since been made to us as to the delivery, but if the delivery was not made until September 1900, it seems to prove that the selection of Firm A and Firm C by the factory authorities was not very successful.

21/1/1901.

A. M.

(G.)—MEMORANDUM BY THE DIRECTOR OF CONTRACTS ON INCREASE OF STAFF REQUIRED FOR HIS DEPARTMENT.

Enclosed is a copy of a Minute addressed to the Permanent Under Secretary of State in November 1898 representing my opinion at that time as to the minimum staff required by the Director of Army Contracts for the proper performance of his duties in time of peace.

The war pressure, which began in September 1899, and has continued till to-day, has only served to confirm and extend the views then expressed.

The post of Assistant Director has been filled as suggested, but experience has shown that two Principals are required below him to control the large mass of papers which have to be dealt with.

In place of four First Class Clerks in charge of the sections, I have had to employ seven, and I am satisfied that the minimum number which should be permanently attached to the Branch is five, in order to secure that, as any one of these clerks is removed to other work, an officer with some experience of the work may be available to take his place.

The five Staff Clerks asked for before are the very lowest number necessary. There must be at least one in each of the five divisions.

The number of Second Division Clerks and Abstractors must vary with circumstances, but unless there is an immense falling off in the work I do not consider that the number should be less than:—

22 Second Division.
10 Abstractors or Assistant Clerks.

The number at present employed is:—
33 Second Division.

9 Abstractors or Assistant Clerks.

The number of Writers and Boy Clerks should be four as before.

The addition of the two Travelling Inspectors just sanctioned by the Treasury will be valuable assistance in

(F.)—MEMORANDUM BY THE DIRECTOR OF CONTRACTS ON THE ORDER FOR SPIRAL STEEL SPRINGS.

Demand for 250 spiral steel springs to Specification, received September 1897. Firm A were recommended for the supply by Director-General of Ordnance Factories.

systematically carrying out the outdoor duties which I have always pointed out to be most desirable, but the consideration of their reports will rather add to than reduce the work of the Branch.

The Staff I asked for in 1898 was :—

- 1 Assistant Director.
- 1 Principal.
- 4 Higher Division Clerks.
- 5 Staff Clerks.
- 9 Second Division Clerks.
- 10 Abstractors.
- 4 Writers and Boy Clerks.

The staff recommended for the Contract Branch in the Draft Report of the Committee on War Office Establishments was :—

- 1 Assistant Director.
- 1 Principal Clerk.
- 3 Assistant Principals.
- 1 Higher Division Clerk (under instruction).
- 5 Staff Clerks.
- 9 Second Division Clerks.
- 14 Assistant and Boy Clerks.

The volume of work upon which my demand and this recommendation were made was represented by :—

- 46,050 papers.
- 10,171 letters written.
- 37,307 tenders issued.
- 18,393 tenders received.

Since 1897-98, e.g., for the year from 1st April 1900 to 31st March 1901, the volume of work may be taken as :—

- 119,807 papers.
- 36,608 letters.
- 105,385 tenders issued.
- 42,205 tenders received.

Calculated on the basis of the first nine months.

I now ask for a staff consisting of :—

- Assistant Director.
- 2 Principals.
- 5 Higher Division Clerks, four of whom should receive 50% a year as heads of rooms, unless otherwise receiving special remuneration.
- 5 Staff Clerks.
- *22 Second Division Clerks.
- 10 Abstractors or Assistant Clerks.
- 4 Boy Writers as before.

This compares with the following staff now in the Branch :—

- Assistant Director.
- 1 Assistant Principal.
- 2 Acting Assistant Principals.
- 4 Higher Division Clerks.
- 3 Staff Clerks.
- 33 Second Division Clerks.
- 9 Abstractors.
- 10 Boy Clerks and Writers.

If my suggestion of transferring the passing of all bills and claims (not the payment) arising out of contracts were carried out, thus making the Contract Branch the division under the Financial Secretary for considering all claims of a special or commercial character as distinguished from those arising in the nature of personal emoluments under Royal Warrant and Regulations, which would remain with the Accountant-General, the Contract Branch would have a staff under its control which could be trained to contract work, and would be available at once to meet the pressure which on the outbreak of war becomes a very first necessity to provide for.

I offer this suggestion mainly with a view to secure that elasticity of staff without extra expense which has been so conspicuously absent from the organisation of the Contract Branch up to the present time, and which in a Branch feeling the first pinch connected with meeting the requirements of a Military expedition, must be regarded as a most essential condition of its efficiency.

15/1/1901.

A. MAJOR.

WORK OF THE BRANCH.

Year.	Papers received.	Letters written, including some Forms.	Tenders issued.	Tenders received.
1882	24,767	8,767	16,094	8,877
1883	20,786	6,996	12,181	7,302
1884	24,433	9,023	13,380	7,787
1885	40,258	14,486	20,357	12,184
1886	29,429	10,082	16,323	10,414
1887	29,393	10,639	15,160	9,446
1888	36,482	12,120	19,597	11,726
1889	44,547	14,056	22,804	13,233
1890	48,351	14,282	22,276	11,667
1891	46,652	10,116	21,759	12,222
1892	40,460	9,139	23,798	13,365
1893	38,322	8,843	23,886	13,410
1894	38,270	8,624	26,189	14,987
1895	35,287	8,014	29,240	15,747
1896	38,692	9,029	33,745	17,062
1897	43,929	10,063	37,920	19,227
1897-98	46,050	10,171	37,307	18,393
1898-99	48,102	11,503	45,363	21,098
1899-00	81,148	22,987	81,434	35,577
1/4/00 to 31/12/00	89,855	27,456	79,039	31,654

Figures for 1900-1 on the basis of the first nine months :—

—	119,807	36,608	105,385	42,205
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P.U.S.

The post of Assistant Director of Contracts, which became vacant in August last, has not yet been filled up. It is, I submit, most necessary that this should be done without further delay. The Director of Contracts is brought very closely into touch with the outside world, and with the enormous mass of responsible work that passes through his Branch; it is not unreasonable to expect that he should be supported by an officer with a recognised official title. My Assistant has to interview a large proportion of the callers, to deal with a great deal of the correspondence, and to act constantly on my behalf. The Director of Army Contracts is at present, without doubt, the largest purchaser of general stores in the world, and looking upon him in this light, the commercial public expect to find a fully authorised Assistant to represent him.

In fact there is no other appointment of analogous responsibility in this or in other Departments of corresponding importance which has not one or more assistants relative with their positions titularly designated.

The Director of Contracts at the Admiralty (who buys considerably less) has, as you are aware, an Assistant, and similarly the Director-General of Stores (the chief buyer at the India Office) has a Deputy.

I also consider that, as the duties of the first Assistant here are quite equal to those of an Assistant Accountant-General, that the salary of the two appointments should correspond.

Further, as it is necessary that the Assistant Director should be relieved from the enormous weight of detail which at present falls upon the second officer of the Branch, I consider that he should have below him a Principal who would control matters of routine, and send forward only the more important papers.

Below the Principal, I must press for four First Class Clerks. I have no objection to one of these being a learner, but the other three should be permanently attached to the Branch, and removed only for promotion.

Owing to the heavy mass of work falling to D.C.I., and to the fact that the two other sub-divisions are already over-weighted, I have been forced to divide the former into two halves, separating the miscellaneous stores from the textile fabrics and leather goods. This portion has now been working independently for some little time, and I shall be glad to

* To be reduced whenever possible.

have your authority for constituting it a definite sub-division as D.C.4. The four First Class Clerks would take charge of these four sub-divisions. I am convinced that the only satisfactory way to work the Branch is by separate units under individual control.

Under the First Class Clerks I require four Staff Clerks, and an additional Staff Clerk to control the issuing of tenders and the ledgers.

At present I have nine Second Division Clerks. With the two additional Staff Clerks asked for, I think we may be able to manage without an increase here.

I must ask for at least two more Abstractors. The Staff, therefore, for which I press, is:—

Proposed Staff as compared with Present Staff:—
Assistant Director.

1 Principal.	1 Principal.
4 First Class Clerks.	2 First Class Clerks.
5 Staff Clerks.	3 Staff Clerks.
9 Second Division Clerks.	9 Second Division Clerks.
10 Abstractors.	8 Abstractors.
4 Writers and Boy Clerks.	4 Writers and Boy Clerks.

I ask for this as a minimum, after very careful consideration of the actual needs of the Branch. It has been undermanned ever since I have been here, but the work has now grown so enormously, and is still so much on the increase, that the position is becoming serious. I am reluctantly forced in the interests of the Public Service to solicit your early attention to the subject. For a precise comparative idea of the volume of work dealt with in the Branch now and formerly, I would refer you to the figures contained in page 8 of my last Report, and which for convenience are attached to this paper. They show that the work of 1898 is about three times that of 1883, while the Staff has only insignificantly been increased. Indeed, as regards First Class Clerks, there is actually one less now than there were then. Many of my clerks stay night after night beyond hours, and some of them get few or no Saturday afternoons. This goes on all through the year, and, besides being (I submit) intrinsically wrong, is not a satisfactory method of working during peace time a Branch which is one of the first to feel the effect of any preparations for war, and which, in any emergency, would be called upon perhaps more than any other Branch in the office.

If the patent work and preparation of material for the Ordnance Council is transferred, I shall need one First Class Clerk and one Second Division Clerk in addition to the above.

(H.)—MEMORANDUM by Colonel J. STEEVENS, Principal Ordnance Officer, on points arising in EVIDENCE of the DIRECTOR OF CONTRACTS.

Ordnance Office,
Royal Arsenal, Woolwich,
5th February 1901.

SIR,

In accordance with the instructions from the Chairman of the Committee, I beg to append the following remarks and statement regarding evidence given by the Director of Contracts on the 23rd ultimo in connection with my evidence of the 15th idem.

I will refer to the number of question and answer of Director of Contracts' evidence which bears upon my previous evidence, and make my further remarks against them.

2799 to 2803. The denial to my statements in Answer 2799 is qualified by admitting the facts in the answers which follow. I had made no mention in my evidence that I had either discovered the tent makers or employed them. Upon examination of the list of firms subsequently "discovered," it can be seen that nearly the whole of the tent makers employed are detailed at page 2461 of the "London Post Office Directory" as "tent and marquee makers," and those not included are four in number, of which only one firm did extensive work. Among the names of those tent makers who were "discovered" are Firms S, D, P, H, Q, &c., &c., in connection with which I would beg to draw attention to Question 2803.

2804 to 2806. The reason why the Director-General of Ordnance refused to take American tents of cotton duck in the first instance was, that if the contracts which the Director of Contracts had made had been fulfilled, there would have been no necessity whatever

at a later period of eventually having to accept the cotton duck tents. Had the Director of Contracts informed the supplying department that he had made such and such contracts, but that there was no chance of their being fulfilled, that department would have known better how to act. How those contracts were fulfilled is exemplified in a report made to the War Office on the 27th February 1900, as under:—

"Statement showing Position of Contracts for Single Circular Tents."

Name of Contractor.	Nos. due on Contract.	Nos. should have been received.	Nos. actually received.	Overdue, not delivered.
Firm A - - -	9,500	6,500	3,747	2,753
Firm B - - -	3,070	2,320	Nil	2,320
Firm C - - -	550	250	Nil	250
Firm D - - -	1,080	480	320	160
Firm H - - -	275	50	25	25
Firm L - - -	1,100	100	Nil	100
Firm M - - -	220	20	Nil	20
Firm N - - -	50	6	Nil	6
Total overdue -				5,634 "

2809. The incapacity of this firm to supply tents has been of old standing, and is not confined to the pressure referred to. There has always been difficulty in obtaining supplies, and if the Director of Contracts was unaware of the fact, I pointed it out to him in December 1899, when he was placing so many contracts with the firm.

2817. My evidence regarding a contract for 20,000 (not 200,000) tent mallets with one firm for completion by 14th June 1900, and upon which we received 127 only up to the end of December 1900, was intended to show how misleading such contracts were to the department responsible for making the supplies to the Army, without any indication from the Contract Branch, that although the contracts were made, there was but little prospect of their being carried out. This is only learnt from the bitter experience when supplies become due.

2821. As regards the reply of the Director of Contracts to this question, the first inspection made of Firm B's premises to see what they were doing was made by the Director of Contracts' Branch on the 3rd May 1900. This firm was one of the greatest defaulters, and had been given contracts which should have produced 350 tents a week during the early part of the year, before this inspection was made, but during the first three months of the year, we had received 17 only. These very heavy contracts were given without this inspection taking place. I name the date of inspection as 3rd May from information given by the Director of Contracts to the Secretary of State at the meeting of the 4th May referred to elsewhere. The Secretary of State asked if inspection of this firm had been made, which was answered in the affirmative, and upon the Secretary of State asking "When?" the Director of Contracts replied, "Yesterday." (The proof of this statement of mine will doubtless be found in the records of inspection in the Contract Branch).

2823 to 2826. In connection with the purchase of bedsteads the Director of Contracts makes the following statements:—

- That the price at which purchased shows that they were totally different articles to the bedsteads purchased by him, that they would be of a totally different nature.
- That the articles purchased were not properly inspected.
- That the price at which purchased, i.e., 4s. 7d., would show them to be of a totally different nature, and that you cannot compare a bedstead bought at that price with one bought at 7s. 9d.
- That the Principal Ordnance Officer exceeded his authority in approving local purchase.

In connection with those statements I beg to observe as follows:—

- Upon notifying the approval of local provision it was stated from my office "Each bedstead to consist of two trestles and three bed boards," such description being the exact Service pattern.

6. Every bill before being put forward for payment must bear the certificate of an officer that "the articles have been duly inspected and are fit for the Service." (The bill having been sent to the War Office for payment it is presumed the bill was correctly certified, or it would not have been paid.)

(c.) The vocabulary rate, which is fixed by the Accountant-General's Branch of the War Office from mean average rates of payments or manufacture, shows the cost of these field service bedsteads to be 3s. 3d., and it is, therefore, no criterion that because the Director of Contracts pays the excessively high price of 7s. 9d. that they cannot be obtained at 4s. 7d.

(d.) Paragraph 1001, Regulations for Army Ordnance Services, is as follows:—

"The Principal Ordnance Officer will be empowered to comply with all demands . . . either by issuing the articles demanded, or by arranging for their purchase locally when it is not convenient to make the supply from Woolwich."

When I gave my evidence on the 15th January no objection that the P.O.O. had exceeded his powers had been made, but I understand it has since been, verbally to the D.G.O. I have not seen the papers, but I have been told that the Director of Contracts has been informed that the P.O.O. had not exceeded his powers in the action which he took.

2829 to 2849. These are the questions dealing with the purchase of parts and material for conversion of mule harness. The facts taken from the papers are as follows:—

3.9616.

6/7/99.—D.G.O. ordered P.O.O. to "convert this harness to be available for six, eight, or ten span as quickly as possible."

8/7/99.—P.O.O. reports. ". . . Arrangements have been made to purchase certain pole and neck straps, trek chains, &c., as quickly as possible, and, as far as leather work is concerned, the C.I.G.S. informs me he expects to have all ready in 10 days to a fortnight."

3.9737.

14/7/99.—P.O.O. reported, "The enclosed is forwarded in reference to 57/3/9616 (Minute 8/7). I shall be glad to receive covering authority for the purchase of the articles enumerated therein, to enable me to furnish the C.I.G.S. with the necessary purchase order."

1/9/99.—D. of C. wrote to D.G.O., "I do not see any authority in 57/3/9616 for these purchases. The articles could apparently have been obtained by me. In any case should not my concurrence have been obtained at the time, before the C.I.G.S. took steps to make these purchases?"

13/9/99.—D.G.O. replied, "No doubt, according to strict procedure, you should have been consulted, and would have been, if there had not been such anxiety to save every moment possible in obtaining supplies so that work could go on. It is hoped that, under the circumstances, you will concur."

The foregoing were the facts of the first conversion of harness.

Towards the end of September I received orders for the conversion of an additional 150 sets, and the records are as follows:—

23/9/99.—Memorandum by P.O.O. on that date. "I have just seen 57/3/9787, wherein D. of C. makes objection to our purchasing parts of harness for conversion six-span mule harness. Telephoned D.D.G.O., who says, must go to D. of C. for the parts required for further conversion of six-span harness just approved."

I should like here to draw attention to the loyal endeavour of the D.D.G.O. to prevent any apparent action of carrying out work appertaining to the D. of C., although I admit I argued that under the circumstances we should go on, as I felt the importance of such action, and anticipated difficulties by any other course. The D. of C., however, had previously stated "The articles apparently could have been obtained by me," *vide* quotation above. (With reference to Question 2830 and answer, it will be seen that the decision was not that of Sir Henry Brackenbury.)

25/9/99.—Demand sent up for purchase by Director of Contracts. (Any reference to this demand being i 15090.

dated 15/9/99 must be a misprint. The notes of my verbal evidence show 25/9/99.)

11/10/99, P.O.O. reported—

"The enclosed telegram refers apparently to 900 head collars for six-span mule harness in my demand of 25th September, P. 3, D. 1025.

" On a previous conversion of 200 sets, we bought the material and parts locally, *vide* 57/3/9616, and, on seeing the disapproval of our action, I telephoned up to your office, and was informed that demands should be forwarded. This was done on the 25th September, the items required being those detailed under G.S. parts at the end of the demand. Among the items were 900 head collars—400 have been ordered, you will see, for delivery in six weeks, and I am asked if the balance will do in eight weeks. I replied that such order was useless, and indeed the 400 in six weeks is of no use.

"The demand is now two weeks old, so that supply of 400 will be obtained in two months, and the balance in two and a half months."

* * * * *

It was upon the above minute being passed to the Director of Contracts that he, the following day (12th October), wrote as described in Answer 2847. Mr. Gibb, in Question 2481, very aptly puts the case, and with absolute correctness.

Had I not seen (unfortunately as it appeared to me at the time and still more unfortunately as events turned out) the previous protests of the Contract Branch to our action, we should have (between 23rd September, the date of my telephone, and the 11th October) provided all the material and had the mule harness ready, instead of which, in connection with the failure of the Director of Contracts' attempted purchases to meet this service, I wrote to him on the 4th December as follows:—

"There are still 16 units of the Army Corps which have been unsupplied with harness owing to the want of items due on these contracts."

7161/4210.

In concluding my remarks on this subject it should be hardly necessary to refer to the answer to Question 2842, which is, perhaps, qualified by the answer to the question which immediately followed.

2850 to 2866. Purchase of horse hair. There is but little to be said, except, perhaps, upon points of personal explanation and justification which I wish the Committee to be acquainted with. There were four general and four stationary hospitals in the original scheme upon which the Army Corps was to be sent to South Africa. There were equipments for only one general and two stationary hospitals in existence. To provide further equipments at this time could only be done by the most prompt action. Inquiries had been made as to the period of time in which they could be got ready. Upon the 27th September I telegraphed to the War Office:—

"My estimate of time in which equipment for hospitals could be provided was based on purchases made direct without routine demands being prepared for action by Director of Contracts."

When the order was given, action was taken in the manner described in my telegram, and the hospital equipments were ready. Horse hair was not the only item to be provided, there were 50 to 100 other items which past experience had impressed upon me could not have been provided in time with the intervention of routine purchases by the Director of Contracts. In connection with the latter portion of the reply of the Director of Contracts to Question 2857 I can only refer to the results of the purchase of mule harness previously referred to by the Contract Branch in support of my experience and action.

I must also refer to Questions and Answers 2855, 2864, and 2865, the answers imply that I made these purchases and omitted to report; that the purchase "was merely discovered when the bill came up for payment." This is misleading. Horse hair was but one of from 50 to 100 items. The whole purchase would have been reported when completed, not item by item, there was neither thought nor wish to hold back the report, which is implied. The reporting of such action would be a matter of routine entirely, and could not be otherwise, the bill had to go to the War Office to be paid. To show how reports are made reference is invited to my report of the purchase of mule harness six days

after I had reported that it would be necessary to purchase.

2867 to 2884. Corn crushers.

The circumstances and action taken are as follows :—

16/8/99 (Saturday morning). Orders received to place five corn crushers on each of two ships at Birkenhead on "the 18th instant or as soon after as possible."

After ascertaining that we had only four in store, two being sent off to each ship, an inspector went to London to buy the other six. He was unable to effect the purchase, being Saturday. He returned to Woolwich. In the meantime notification had been received that the vessels were to sail on Wednesday, 20th.

The purchaser therefore went to Manchester on Monday, he went there as being near Liverpool, and facilities for putting on board. He left Manchester on Tuesday morning, having made the purchase with verbal guarantee that they should be on board Tuesday evening. The purchaser, therefore, went to Manchester on Monday and returned on Tuesday, he went nowhere else, and did not stay away Sunday, Monday, Tuesday, Wednesday, and Thursday, as described by Director of Contracts in Answer 2869. In reporting on this question to the Director of Contracts the D.G.O. said :—

"I hope you will agree with me that P.O.O. used a wise discretion in this case of urgency."

There are many other statements in Mr. Major's evidence which appear to be at variance with the above facts, but I do not know from what source he obtained his information.

Regarding Question 2870, I apparently and unintentionally misled the Committee in stating the corn-crushers were bought at Woolwich, the intention of that term was, and is, to indicate *from* Woolwich, or under local arrangements. When we talk about stores being bought at Woolwich or any other place it does not necessarily mean the purchase was actually at the place but under local arrangements at that place.

2885 to 2905. Upon the subject of stretcher sling.

The following report of mine describes exactly the situation.

27/3/1900 P.O.O. reports to War Office :—

"Upon the 24th January last I sent contract demand (P. 3, D. 1237) for—

Slings, stretcher, 3,500.

"The only contract made up to date is with a firm, 31/3/1900, for 900—delivery at 100 a week commencing 24th April.

"Thus, the only definite result of my demand is a prospective 100 a week to begin three months after date of my demand.

* * * * *

"I have requested C.I.G.S. to manufacture at once to meet this issue, and beg to submit for your covering approval."

2933. Enamelled ware.

As regards my evidence on the subject of what passed at a meeting held on the 4th May, the Secretary of State after hearing reports (read by me from notes), instructed the Director-General of Ordnance to send in a statement of the facts and figures which had been discussed.

My report written at the time reads, as to enamelled ware, as follows :—

"Enamelled Ware.

Date of Contract.	Articles.	Number.	Date of Completion by Terms of Contract.	Actually delivered 4th May.
13 Dec. -	Pots, tea -	430	21 Feb. -	58
30 Dec. -	Do. -	600	10 Mar. -	35
	Total -	1,030		93
13 Dec. -	Pans, bed -	200	7 Feb. -	56
30 Dec. -	Do. -	200	21 Mar. -	Nil.
	Total -	400		56

"These are only two of a large number of items in which the firm have failed utterly in keeping their contracts :—

"At the Secretary of State's meeting, the Director of Contracts informed the Secretary of State that this firm was one of the best possible for this class of goods and reported that they had failed, owing to the impossibility of procuring tin-plate with which to manufacture. The Financial Secretary also explained the state of the tin market. I should have explained that this enamelled ware is not made from tin-plate, and, therefore, like the suggested difficulty of contractors obtaining duck for making tents, does not explain or bear on the question."

The original of the above paper was, with figures regarding other stores discussed at the meeting, taken by the Director-General of Ordnance to the Permanent Under Secretary for the Secretary of State.

It will be seen from the above extract that enamelled ware was the point of discussion, and that it contains three points, following on my report that the firm had utterly failed in keeping their contracts, viz. :—

That the firm was one of the best for this class of goods.

That they failed because they could not obtain the plate, and

That contractors could not make tents because they could not get duck.

I have never heard any question of inaccuracy on either of the three points raised. I differed in opinion on the whole of those points, and hence recorded them in the paper made out and handed in to the Secretary of State the day after the meeting.

There is only one other point in connection with the Director of Contract's evidence that I should like to refer to, and that is in answer to Question 2940, he states, "The gentleman who went as my representative did not profess to know." This is precisely the point to which, in my evidence, I called attention as to the method of sending anyone to purchase stores when he did not know what it was he wanted to buy.

I have, &c.

(Signed) J. STEEVENS, Colonel,
Principal Ordnance Officer.

(I).—STATEMENT SHOWING THE TOTAL NUMBERS AND VALUES OF CONTRACTS PLACED BY THE DIRECTOR OF CONTRACTS DURING THE YEAR 1898-99.

	Under 500 <i>l</i> .		Under 1,000 <i>l</i> .		Under 2,000 <i>l</i> .		Over 2,000 <i>l</i> .		
	No.	Value.	No.	Value.	No.	Value.	No.	Value.	
		£		£		£		£	
Supplies - - -	111	14,720	24	16,940	12	17,550	3	12,640	} F. 5.
Coal - - -	233	33,350	35	25,120	13	16,000	11	50,000	
Veterinary - - -	2	440	—	—	—	—	—	—	
Medical - - -	15	950	—	—	—	—	—	—	} I.G.F.
Building Services - - -	235	40,763	58	36,754	62	83,900	86	606,661	
Running Contracts - - -	4	1,500	5	3,500	6	9,000	34	158,000	
Woolwich - - -	1,294	122,212	90	64,827	61	87,580	111	622,260	} O.F.
Waltham Abbey - - -	104	7,537	5	3,259	4	5,577	23	101,649	
Enfield Lock - - -	264	19,863	7	4,672	6	7,885	3	14,927	
Birmingham - - -	48	1,987	—	—	—	—	—	—	} F. 12. (V. 8.)
Clothing, &c. - - -	552	80,688	133	95,594	101	132,011	113	992,675	
Warlike Stores - - -	1,231	148,608	114	80,996	90	124,808	115	806,722	
*Running Contracts - - -	480	57,600	—	—	—	—	20	100,000	} F. 12. (V. 9.)
	4,573	530,218	471	331,662	355	483,811	521	3,465,534	
	Total Number - 5,920.		Value - 4,811,225 <i>l</i> .						
Percentage of whole -	77	11	8	7	6	10	9	72	
" Vote 7 -	79	26	13	23	5	18	3	33	
" Vote 10 -	49	5	13	5	14	10	24	80	
" O.F. Vote -	85	14	5	7	3	10	7	69	
" Vote 8 -	61	6	15	7	11	11	13	76	
" Vote 9 -	83	16	6	6	4	9	7	69	

* The figures against Running Contracts are approximate.

(J).—STATEMENT of the NUMBER and VALUE of CONTRACTS made by DIRECTOR OF CONTRACTS on behalf of the ORDNANCE FACTORIES during 1899-1900.

	Materials.		Machinery.	
	Nos.	Value.	Nos.	Value.
		£		£
Under 25 <i>l</i> . - - -	591	10,410	38	680
Between 25 <i>l</i> . and 50 <i>l</i> . - - -	446	15,764	88	1,368
Total under 50 <i>l</i> . - - -	1,037	26,174	76	2,048
Between 50 <i>l</i> . and 100 <i>l</i> . - - -	419	29,492	46	3,164
Total under 100 <i>l</i> . - - -	1,456	55,666	122	5,212
Between 100 <i>l</i> . and 150 <i>l</i> . - - -	380	62,528	40	6,534
Total under 250 <i>l</i> . - - -	1,836	118,194	162	11,746
Between 250 <i>l</i> . and 500 <i>l</i> . - - -	215	75,557	18	6,189
Total under 500 <i>l</i> . - - -	2,051	193,751	180	17,935
Between 500 <i>l</i> . and 1,000 <i>l</i> . - - -	151	106,347	8	5,378
Total under 1,000 <i>l</i> . - - -	2,202	300,098	188	23,313
Between 1,000 <i>l</i> . and 2,000 <i>l</i> . - - -	95	131,478	7	8,843
Total under 2,000 <i>l</i> . - - -	2,294	431,576	195	32,156
2,000 <i>l</i> . and upwards - - -	154	901,929	3	14,118
Grand Total - - -	2,448	1,333,505	198	46,274

APPENDIX VI.

DECENTRALISATION.

(A.) DRAFT OF LETTER to GENERAL OFFICERS
COMMANDING, with their REPLIES.

War Office, London, S.W.

January 9, 1901.

SIR,

I AM directed by the Secretary of State for War to request that you will be good enough to answer the following questions in view of the Report of the Decentralisation Committee, and of the enclosed statement of measures carried out in consequence thereof.

What is your experience (favourable or otherwise) of the effect on the work of your command of the alterations made in consequence of the Report of the Decentralisation Committee of 1898, and do you think any further extension of decentralisation as affecting your command is desirable, and in what direction?

I am &c.

EVELYN WOOD, A.G.

Sent to:—

Lieut.-Gen. Sir W. F. Butler, K.C.B.	-	Western District.
Maj.-Gen. R. T. Thynne, C.B.	-	North Eastern District.
Maj.-Gen. L. V. Swaine, C.B., C.M.G.	-	North Western District.
Lieut.-Gen. Sir F. W. Grenfell, G.O.B., G.C.M.G.	-	Malta.
Gen. E. F. Chapman, C.B.	-	Scottish District.
Maj.-Gen. Sir W. F. Gatacre, K.O.B.	-	Eastern District.
Gen. Rt. Hon. Sir R. H. Buller, G.C.B., G.C.M.G., V.C.	-	Aldershot District.
Gen. H.R.H. The Duke of Connaught	-	Ireland.
Maj.-Gen. Sir T. Fraser, K.O.B., C.M.G.	-	Thames District.
Lieut.-Gen. Sir B. O. Baker Russell, G.O.B., K.C.M.G.	-	Southern District.
Maj.-Gen. Sir J. F. Maurice, K.O.B.	-	Woolwich District.

STATEMENT prepared in the WAR OFFICE, showing the CHIEF CHANGES approved in consequence of the RECOMMENDATIONS of the DECENTRALISATION COMMITTEE of 1898.

1. Discipline and Interior Economy.

(a.) General Officers Commanding have been relieved from the necessity of referring to the War Office in regard to:—

Appointment of Adjutants in regular Army.
Securing efficiency in Signalling.
Numbers of officers and trained men to be called up to preliminary drill of Militia.
Releasing prisoners to go with drafts for foreign service.
Disposal of horses when unserviceable, &c.

(b.) Extended powers have been granted to General Officers Commanding in regard to:—
The grant of "extraordinary" leave, both sick and on private affairs.
Giving permission to travel abroad.
Transfers of soldiers from one corps to another.
Re-appropriation of barrack accommodation.

2. Recruiting, Discharge, &c.

General Officers Commanding will no longer refer to the War Office in cases of:—

Boys not coming up to standard, &c.
Special discharges hitherto referred to the War Office.
Re-engagement to complete 21 years' service.

3. Contracts and Purchases.

General Officers Commanding will no longer have to refer to the War Office:—

Contracts for meat and forage (hitherto referred in a few special cases).
Contracts for works not exceeding 2,000l.

4. Works.

(See (3) as to Contracts.)

(i.) Purchases and sales of land.

The negotiations will be conducted locally, the terms arranged being reported to the War Office for approval.

(ii.) New services under 1,000l. and maintenance services under 1,000l.

General Officers Commanding may use the funds allotted them after consideration of their estimates, at their discretion, provided they execute all services marked imperative by the War Office, and carry out "periodical services" (painting, &c.) as they become due.

(iii.) Simplification of procedure.

General Officers Commanding will be allowed discretion in making minor changes in plans, and in settling the method by which services shall be executed (i.e., by lump sum or by measurement, contract, &c.). They will authorise minor encroachments and deal with existing lettings, not exceeding 100l. a year.

5. Stores.

Reference to the War Office will not be required for:—

Sale of condemned stores.

Issues of equipment in excess of regulated proportions (unless very large).

Issues of equipment on repayment.

General Officers Commanding will have extended powers in regard to:—

Local purchases of stores, medicines, &c.
Promotions, &c. of subordinates.

6. Pay and Allowances.

Reference to the War Office will not be required for:—

Various special issues of extra duty pay, acting staff pay, staff pay during leave, working pay, &c.

Forfeiture of pay by Army Reservists.

Claims of civil medical practitioners.

Families: Admission to hospital; grant of separation allowance; allotments of pay.

Various special deviations from scales of allowances.

7. Schools.

Many reports and references to War Office abolished, e.g., in cases of soldiers' children attending civil schools, or in appointing pupil teachers, &c. Speaking generally, all questions relating to adult schools will be dealt with in the districts, excepting those of inspection and examination.

8. Miscellaneous.

Various references to War Office abolished, e.g.:—

The attendance of Naval or Marine witnesses at courts-martial, &c. will be arranged for by the district direct.

Questions of defective ammunitions will be referred to the Chief Inspector, Woolwich, direct. The Chief Inspector will report through the War Office.

Similarly General Officers Commanding are to conduct certain correspondence in regard to classes and instruction direct with the schools concerned, instead of through another General Officer.

9. Returns.

Over 50 returns are abolished or rendered less frequently.

* The changes approved have been carried out except in regard to Works, for which new regulations are now in preparation.

(1.) LETTER from G.O.C. WESTERN DISTRICT.

Devonport,
8th February 1901.
SIR, In reply to War Office letter No. 7968/8803 of the 9th January, I have the honour to report that everything done in consequence of the Report of the Decentralisation Committee of 1898 has been of benefit to the working of the command here. In my opinion, however, much more remains to be done before anything resembling a true system of decentralised administration can be arrived at. To particularise the precise points to be embraced in a true system of decentralisation is not easy. Speaking generally, I would say that question addressed to H.R.H. the Duke of Connaught, No. 330, and answer thereto, might form a valuable guide to the decentraliser. I think that a district should in a large degree resemble an organ in the human body, doing its work in the general system unfelt under normal conditions of health, and only felt when it is out of order.

I am, &c.

(Signed) W. F. BUTLER, Lieut.-General,
Commanding Western District.

The Secretary,
Committee on War Office Organisation,
War Office.

See also printed memorandum, Appendix VI. (d.).

(2.) LETTER from G.O.C. NORTH-EASTERN DISTRICT.

York, January 31, 1901.
SIR, WITH reference to War Office letter of 9th January 1901, No. 7968/8803, I have the honour to report that my experience of the effect on the work of this command of the alterations made in consequence of the Report of the Decentralisation Committee of 1898 has been altogether favourable, and specially so as regards the increased powers in dealing with contracts for provisions, recruiting, transfers, and discharges, and in the arrangements for officers' classes made directly with the school or branch concerned.

2. Assuming that the changes in regard to works are conveniently arranged in Regulations, there does not seem necessity for further decentralisation, except in enlarged general independence in financial matters.

I have, &c.

(Signed) REGINALD THYNNE, Major-General,
Commanding North-Eastern
District.

The Secretary,
Committee on War Office Organisation,
War Office.

(3.) LETTER from G.O.C. NORTH-WESTERN DISTRICT.

Chester, January 31, 1901.
SIR, WITH reference to War Office Letter No. 7968/8803, dated 9th January 1901, I have the honour to report that I consider that the alterations made in consequence of the Report of the Decentralisation Committee have had an excellent effect, but I am of opinion that work would be further expedited between the War Office and districts, if each Department at the former had a registry office of its own in place of one huge Central Registry Office only. The number of letters arriving daily at the War Office is stupendous. Each envelope has to be opened, the purport of each letter mastered, a record kept of its contents, and finally passed on to its special Department to deal with. This system requires a huge staff of clerks, is very ponderous, and causes frequently serious delay. Also the undefined word "discipline" causes many letters going unnecessarily to the Adjutant-General to deal with when they should in the first instance, at any rate, go to the Department concerned. The result is that these letters are dealt with by the Adjutant-General without any reference to the Department, because they are matters of discipline.

Now to obviate the delay in the first point I would suggest that all letters sent to the War Office should have on their envelopes the name of the Department, which is, in the first instance, at any rate, to deal with the matter and give at least an opinion, and could if it concerns "discipline" be passed on to the Adjutant-General. If, however, a General Central

Registry Office is for matters of safety considered imperative, I would suggest that in addition to the name of the Department the envelope should show the number and date of the enclosure, no envelope containing more than one subject letter, thus Cavalry N.W.D., No. 305, 10/1/01.

This brings me to the second point. Is it absolutely necessary to have an Adjutant-General's Department? Is it not this Department that causes all the viciousness of the centralising system and the baneful overlapping at the War Office? I am of opinion if each branch of the Service were presided over by an Inspector General, for instance, who should deal under the auspices, in large questions, as in a large commercial house, under the Commander-in-Chief, delay, overlapping, and confusion would cease. It might be advanced as a reason for retaining that office that discipline, for instance, would not be equally administered throughout the Army if each branch conducted its own. But this reason holds no water in the face of every regiment, so to speak, carries on its own interior discipline without reference to its neighbour. There is nothing that the Adjutant-General does to-day that could not be equally well performed by placing those duties in a distributed form by heads of branches, and the great gain of such decentralisation would at once be felt to much advantage in the district.

I will not enter further into this matter as I would be moving away from the points now called on for report, but as these points appear to me important as affecting the districts I have deemed it necessary to place them on record.

Unless very considerable improvements can be introduced into the Barrack Branch of the Inspector-General of Fortifications Department, and into the Director of Contract Branch, I am strongly of opinion that some of their work should be deputed to the G.O.C.'s of districts. I will give a rough account of the circumstances connected with the orders I received when it was decided to erect a hut encampment at Lichfield.

On 26th July the order was given to build huts at Lichfield for a battalion of militia, and we were asked to try and obtain offers locally for supply and erection.

On 7th August, War Office wrote that they had made a contract for supply only, and we were to arrange for erection locally. On 9th August they informed me of their contract with the firm, but it was not till 4th September, 26 days later, that the contract made with this firm was sent to Chester.

In the meanwhile we were dependent on the statements of the firm as to what the actual terms of the contract were, and differences of opinion between them and the War Office soon made themselves evident.

The D.A.C. made the contract, and when the firm wrote to inform me that weather-boarded sides were to be substituted for iron, a telegram was sent to War Office to ask which was correct. The I.G.F. wired reply, "Your telegram referred to contract branch," from which it was evident that the I.G.F.'s office actually did not know what contract the D.A.C. had made, and it took 26 days to let us have the actual terms of the contract.

A contract made by the G.O.C. would not have been subject to this want of combination, and I think I should have been able to obtain a contract for supply and erection.

The differences of opinion alluded to were as to whether the supply contractor should pay the transport to the site of the huts, a distance of 3 miles, or to Lichfield Station, the War Office maintaining the former, and the contractor the latter; also the contractor declined to supply things mentioned in the "Specification," viz.:—paint, varnish, glass, and cover plates for flues of stoves, all of which the War Office told him he was bound to supply. This was very embarrassing to me in an emergency work for which funds were cut down to a minimum.

The end of it was that the War Office gave in on all points.

Now I think a G.O.C. would have been able to make a better thing of the contract than this. The amount of correspondence which passed between me and the War Office about these huts was excessive and involved much repetition and some contradictions.

This instance which I have quoted at some length seems to me conclusive in showing that the present machinery of the War Office for contracts is so cumbersome and indirect, so wanting in proper combination between the Contract Branch and the Works Executive,

that I have no hesitation in saying that with experienced officers to back him up a G.O.C. ought to be entrusted with much more extended powers to carry out works of magnitude, and to make the necessary contracts for them.

It is a bad principle for a large Central War Office to attempt to carry out the details of making and executing contracts, and under the present system, it is apparently unequal to the strain of emergency work.

I would therefore recommend that the power lately given to the G.O.C. to make contracts up to 2,000*l.* (para. 518, Eng. Services) might very well be extended to include works up to 5,000*l.* at least; and for extraordinary works in an emergency the G.O.C. might very well be entrusted with the work up to larger amounts. If he wants War Office assistance he can easily ask for it, but it would be good policy to let him do as much as he is able to do.

I have lately received authority to carry out an emergent work (Warwick Rifle Range) over 2,000*l.* in value at discretion, and I think and hope that I shall be able to prove the benefit of this course.

Certificates.

I think something might be done to make certificates given by officers a reality.

At present it looks as if more importance was attached to completing certain forms in order to satisfy a financial audit than to their being framed in such a way as to carefully guard the honour of the officers who have to furnish them.

I admit that in some of the more recent forms the certificates are more real than they used to be, but many instances still exist to the contrary. I may mention two or three.

Army Form O. 1771, Claim for Travelling Expenses. At the end there is a certificate by the commanding officer that he has "carefully examined all parts of the "claim, and found it correct." This is in most cases an impossibility; and if it were possible for him in simple cases to make such a statement truthfully (provided he could spare the time for such an examination as this would involve) it is clearly unnecessary in the face of the amount of audit which a claim undergoes.

To begin with, the officer preferring the claim might have some credit given him for honesty; in many items, such as cabs in unfrequented places, he alone can vouch for the accuracy of the claim, and no amount of covering certificates of a perfunctory nature can assist in establishing the truth of the claim. The C.O. is really only a medium of communication and should not be expected to be more.

In some cases officers are required to sign that they have paid money to their men before they have received it.

This has occurred in the case of Army Form O. 1779 (Bill for Military Working Parties). Officers were asked to sign last column on third page of that form before they had received the money.

Nothing of this kind ought ever to occur.

G.O.C.'s might be given the power of appointing a cavalry brigadier to command a yeomanry brigade in camp when they deem this advisable. I had a case in the spring of my first year here which will explain the reason for my suggestion.

I wrote a letter to the War Office, suggesting that a cavalry colonel should be appointed to command a Yeomanry brigade while in camp, adding that I had private reasons for recommending this. I presumed that my letter would be dealt with either by the Inspector-General of Cavalry or by the Inspector-General of Auxiliary Forces. But as my application suggested "discipline," it went to the Adjutant-General's Department, and their reply to me was, that my application was unprecedented, and that I must disclose my private reasons. In answer to this letter, I wrote that the request was not unprecedented as it had been sanctioned three years before, and that I had sent my private reasons to the Inspector-General of Cavalry. By the same post I wrote a private letter to this officer, acquainting him of the above correspondence and of my private reasons. Two days did not elapse before I heard from him in reply, informing me that he had settled this matter a fortnight ago, I heard no more from the Adjutant-General.

"B" Branch.

The powers granted as to disposal of unserviceable horses have worked well and done away with much unnecessary delay and consequent expense and clerical labour.

As regards reappropriation, the powers granted to G.O.'s. C. as defined in Queen's Regulations, para. 362, are very restricted, and it is considered that a freer hand should be given in this matter. In each district there should, I consider, be a standing committee to consider all questions of reappropriation or improvements. This committee should consist of the district engineer, "B" staff officer, and P.M.O. who should, after considering all proposals, lay them before the G.O.C. with their recommendations. The present system of O.C. units and heads of departments submitting their recommendations is a good one, but after consideration by the committee the G.O.C. should decide which are to be taken in hand, and as soon as it has been decided by the War Office what amount of money is allotted for the district, the G.O.C. should have full power to carry out the service he considers most necessary, without further reference to War Office, making his own contracts and being responsible for their being properly carried out.

It is true that the G.O.C. accepts these contracts and then refers them to the War Office for approval. He must accept the lowest tender unless the lowest are on the list of ineligible persons or are unable to carry out the contract, and he cannot place a firm on the list of persons ineligible to hold Government contracts without previous reference to War Office. Surely a G.O.C. and his staff must be in a position to judge from their local knowledge whether or not a man is fit to hold Government contracts.

The present system does not appear a sound one. The G.O.C. enters into the contract on behalf of the Secretary of State. He passes over firms that he considers to be unfit when he sends the tenders to the War Office. He gets a reply that his proceedings are approved. So far this appears sound, but he may be told later on that one of these very firms is to be considered fit to hold contracts. Either this revision by the War Office should be real—in which case the G.O.C. accepting a contract for the Secretary of State might be told he should not have done so—or it should be done away with.

I am strongly in favour of doing away with it and making G.O.'s. C. responsible in every way for supplying the wants of those under their command. There would appear to be no good reason why he should require overlooking in this particular duty any more than in the other functions appertaining to his command.

When a G.O.C. has after careful inquiry come to the conclusion that a contractor is not fit to hold a contract, it does not encourage him and his staff to devote their time to such important matters in future when he is informed that, in the opinion of a local superintendent of police, the man in question is respectable, and when this opinion is given more weight than that of the G.O.C., as recently happened in this district.

Pay Department.

With reference to the recent suggestions regarding decentralisation of War Office business, that the alterations already carried out, so far as pay duties are concerned, have been beneficial in saving time and decreasing correspondence, and if extended in the following cases I am of opinion that the results would be satisfactory.

1. That station paymasters should as far as possible pay all charges (both pay and allowances) on account of all troops stationed in their regimental districts, including travelling claims of individuals, pay of acting clergymen and church orderlies, civil medical practitioners, provost establishments, schoolmasters and school orderlies, gymnastic instructors and assistants, working parties of all kinds, extra duty pay, medical subordinates, &c., which are now paid by the district paymaster.

2. That all the station pay accounts should be sent to the headquarters of the district, where they might either undergo the test audit now carried out at the War Office or be embodied, as far as regards the totals of the different items, in a district general state.

3. That contractors' bills of 100*l.* and upwards, now sent to the War Office for payment, be paid by the

district paymaster, which would ensure all the charges appearing in the one district account.

4. That with a view to lessen the very great correspondence and time taken in connexion with auditing officer's travelling claims, a system similar to that now in use in Ireland be adopted, i.e., by allowing some fixed rate per mile for fares and a book of distances between the different military stations—a similar arrangement being applied to carriage of baggage—at rates according to the scale of baggage allowed to the various ranks.

I have, &c.,
(Signed) L. V. SWAINE,
Major-General Commanding
North-Western District.

The Secretary,
Committee on War Office Organisation,
War Office.

See also printed memoranda, Appendix VI. (b) and (c).

(4.) LETTER from G.O.C. MALTA.

SIR, Malta, February 13, 1901.

1. IN accordance with War Office letter dated the 9th January 1901, No. 7968/8803, I have the honour to forward herewith replies to the questions therein asked with reference to the effect on the work in this command of the alterations made in consequence of the report of the Decentralisation Committee of 1898, and to the desirability of any further extension of decentralisation.

2. It will be observed that the replies are embodied in the proceedings of a committee of senior officers which I assembled to consider and report upon the matter. This committee consulted my chief staff officer, and other staff and departmental officers capable of affording information; and it was, in my opinion, the best medium for obtaining a full consideration of the question.

3. I concur in the report and suggestions of this committee.

4. As regards the Royal Engineer Department—after two years command of this station where important works are in progress—it is my opinion that unnecessary delay takes place in construction. The following instances I commend to the consideration of the Secretary of State for War.

About two years have elapsed whilst considering the proposals and details of erection of a new barracks at Pembroke Camp.

Also 12 months have elapsed since it was considered necessary to build additional barrack accommodation at Floriana.

Practically no stone has been laid yet in building either barracks.

I have, &c.
(Signed) F. GRENFELL, General,
Commander-in-Chief, Malta.

The Secretary,
Committee on War Office Organisation,
War Office.

REPORT.

A.—The heads of departments are unanimously of opinion that the alterations that have been made in consequence of the report of the Decentralisation Committee have worked satisfactorily in every respect.

B.—The following suggestions for further diminishing correspondence have been made by heads of departments, and after due consideration the committee are of opinion that their adoption would be the saving of much correspondence.

Chief Staff Office, A. Branch.

Monthly
states.

1. That monthly states rendered to the War Office be dispensed with, or at least considerably modified. Each unit sends a copy of its monthly return (A.F.B. 105) to the War Office and another to the headquarter office from which the general return is made up. As the strength of each unit is shown on the weekly duty state a variation return would be sufficient.

2. That when officers are admitted to hospital on the recommendation of a medical board it is unnecessary that a copy of the proceedings of the board be forwarded to the War Office under a covering letter.

Officers
admitted to
hospital on
recommendation
of medical
board.
Proceedings
of D. C. M.

3. That the proceedings of district courts martial be sent direct to the J.A.G. by General Officers Commanding Brigades, and not through the C.S.O. as now.

4. That the return of men granted furlough now rendered monthly to the War Office (Q.R., para. 1,939) be discontinued.

Return of
men
granted
furlough.

5. That the index of general orders (Q.R., para. 2,087) rendered half yearly to the War Office be discontinued.

Index of
general
orders.

Royal Engineer Works.

6. That in all cases of purchase the station should submit an estimate of cost, care being taken that such estimate does not fall short of actual expenditure, and that when the necessary funds are provided by the War Office, the purchase should be proceeded with at once.

Purchase.

7. That saving in Part 3, Sec. XII., Regulations for Engineer Services (Repairs and Maintenance) should be available for execution of minor alterations services, the cost of which does not exceed 10l., and that saving in Part 1 of above section (Service undertaken in Military Loan Act) should be available at the discretion of general officers commanding, to meet excesses on items of a cognate nature.

Control of
expendi-
ture.

8. That in all cases only pencil sketches or lino drawings should be submitted to the War Office with sufficient detail to show that there is no considerable deviation from approved designs, and that when these are approved, the preparation of working drawings should proceed at the station without the necessity of further reference; should these sketches or plans show any marked deviation from such approved designs, it will be for the War Office to say if such deviation can be approved, but on no account should any material alterations be made in a design once approved without War Office sanction for such alteration. This should secure uniformity in designs, which might otherwise be of a widely divergent nature.

Prepara-
tions of
plans for
services.

Paymaster's Department.

9. That extra duty pay issued under Pay Warrant 837-838 (Regimental Staff Duties and acting Warrant Officers not otherwise provided in Pay Warrant) should be sanctioned by general officers commanding, provided that except in the case of a warrant officer for the duties of more than one position the rate shall not exceed 1s. a day, and that for the duties of one position the rate shall not exceed 6d. a day.

Extra duty
pay.

10. That cavalry rates of pay for non-commissioned officers and men doing mounted infantry duties should be approved by general officer commanding as can be done for officers (under Pay Warrant, para. 220).

Cavalry
rates of
pay.

11. That the present system be abolished, and a system on the following principle be substituted. Each soldier to be credited with compensation in full for all his clothing, and any clothing he requires be issued to him on payment. Free issues from the quarter-master's stores would thus be abolished, and everything issued on payment. The compensation to be at a fixed daily rate per rank, and credited to the man's clothing account monthly in arrears.

Clothing
compen-
sation.

This would abolish a great number of vouchers (with many signatures) now used. The man's clothing account would be credited with the compensation when due without a voucher. The authority being the date of enlistment there would be but one voucher for the battalion for clothing on payment.

12. That the chief paymaster should be in direct communication with general officers commanding as regards sanctioning extra duty pay, &c., and not through chief staff officer as at present, except for appeal.

Financial
responsi-
bility.

13. The committee approves of the principle of local audit, but is of opinion that to carry it out successfully, the subordinate ranks of the Army Pay Corps should consist of officers of higher rank and more experience, thus freeing the higher grades to carry out local audit.

Local audit.

Chief Staff Office, B. Branch.

Minor re-
appropriation Q.R.
para. 362.
Dole. sub-
para. (iii).
Amend
sub-para.
(vi).

Appoint-
ment of
barrack
wardens.

Army
forms.

14. That the general officer commanding may sanction barrack room, hospital ward, and stabling accommodation being reduced. Details of the change being at once transmitted to the War Office.

No increase, actual or probable, in allowances and other expenses, after deducting any savings, is to exceed 20% per annum.

15. That general officers commanding make their own appointments, when suitable men can be found locally, reporting their action to the War Office. Under the present system, of having to obtain War Office sanction, considerable time is lost and inconvenience caused.

16. That A.F.O. 305, monthly return of transport, be rendered quarterly instead of monthly, owing to the few changes that take place.

Ordnance Department.

Damaged
stores.

17. That general officers commanding should have full power to approve or otherwise amend the recommendations of all boards and courts of inquiry, on loss or damage to Stores, without reference to the War Office, except in cases of a very exceptional nature.

Damaged
stores.

18. That general officers commanding should have greater power to dispense with boards or courts of inquiry in the case of damage or loss of stores, when in his opinion the case is sufficiently clear in the written evidence to come to a decision without cross-examination of witnesses.

19. Finally, the committee are of opinion that the general officer commanding be generally empowered to use his authority and have real control within his district, subject to General Regulations and the audit of his accounts. In short, they thoroughly agree with the General Recommendations, paragraph 3 on page x of the Report of the Committee appointed by the Secretary of State for War.

Signed at Malta, this 8th day of February 1901.

President.

(Signed) CONGLETON, M. General.

Members.

(Signed) B. ROBERTSON, Lt.-Col. and Col.,
R.A.

R. BRUXNER-RANDALL, Lt. Col.,
Lan. Fus.

J. W. SILL, Lt.-Col., R.E.

A. D. BULPITT, Lt.-Col. Commanding,
2nd Derbyshire Regiment.

(5.) LETTER from G.O.C. SCOTTISH DISTRICT.

Headquarters,
Scottish District, Edinburgh,
January 28, 1901.

SIR,

In acknowledging receipt of War Office letter 7968/8803, dated 9th January 1901, I have the honour to state that the whole of the measures of decentralisation that were approved of by the Committee of 1898, are, in themselves, very desirable, and the working of them has been found satisfactory. I observe, however, the Medical Department is not included in the list as sharing in the benefits of decentralisation. I hold it of great importance that in considering the matter the Army Medical Department should not be excluded. In stating my opinion regarding the further measures of decentralisation which are possible, I venture, in the first instance, to forward extracts from Edinburgh letter, A/18957/3/00, dated 17th April 1900. I am of opinion that a General Officer Commanding a District, more especially one containing such a large number of auxiliary troops as Scotland, should hold financially a totally different position from what is contemplated by existing regulations, and should have on his staff one or two officers who should be capable of advising him regarding all financial matters, and should assist him in framing the budget estimates connected with the command.

2. In dealing with the spending departments, viz., the departments of Royal Engineers (barrack building, manœuvring areas, and rifle ranges) and Army Service

Corps, including transport, travelling expenses of troops, and in the larger questions affecting volunteers, i.e., the issue of capitulation grants and the loans issued to corps for building purposes, if the General Officer is given authority in all these particulars it is essential that contracts of every kind be locally made, and that no reference regarding them should be submitted to the War Office. In the same way I would propose that in regard to leases, the General Officer Commanding be empowered to sign instead of the Secretary of State for War, and that the services of the legal adviser to the Crown for Scotland be placed at the disposal of the General Officer Commanding, who should also be consulted in regard to his selection.

3. Real administrative decentralisation must follow financial decentralisation, and cannot be undertaken without it. The first step to be made towards any real decentralisation must originate in the Treasury and in the Financial Department of the War Office.

4. As a preliminary to real decentralisation I would most strongly urge that the records in local district offices and in subordinate offices be supplied with the files or digests representing the history of particular cases which may be locally important, that the history of all barrack buildings and all particulars regarding them be kept locally instead of being accumulated in the War Office. By having such records available, officers of the local staff and officers in command will be capable of ascertaining all they require to know in regard to each case, and will form their own opinions instead of submitting matters for decision to superior authority. The real truth is that the staff of district offices and of local subordinate commands must be strengthened and the War Office staff reduced. No file referring to a local question is required at the War Office, and all papers that are submitted from a district should be returned for record to the local officer commanding, an extract or digest as necessary being retained at the War Office.

5. I attach reports from various staff and departmental officers which deal with matters of detail.

I have, &c.

(Signed) E. F. CHAPMAN, General,
Commanding Scottish District.

The Secretary,
Committee on War Office Organisation,
War Office.

Extracts from Mobilisation Report.

4. To enable mobilisation to be carried out rapidly and satisfactorily, decentralisation should be adopted as the governing principle; in the recent mobilisation the centralisation in all departments has been excessive and has paralysed the action of commanders and subordinates in a marked degree.

5. What has been realised during this partial mobilisation is that if a rapid mobilisation of forces and Auxiliary Forces is to be necessary, each separate command must be self contained, and that until complete decentralisation is an accomplished fact the clothing and equipment must be distributed from more than one centre, i.e., that the Pimlico clothing establishment should have at least three branches conveniently placed for the supply of the northern and southern areas of Great Britain and for Ireland, and that the equipment of the troops should be actually held in the ordnance depôts in each command.

7 (3) Centralisation, as I venture to assert, has been carried out to an extent that is excessive. Until district commands are required to carry out the work of mobilisation on an improved system, and with independence, the full value to be obtained from officers during a time of pressure cannot be secured.

I venture to think that a General Officer Commanding should at all times have on his staff an officer trained in the financial methods of the War Office, and that he should be required to accept a large measure of financial responsibility far greater than has ever yet been contemplated.

With reference to War Office letter 7968/8803 of 9th January 1901, I have to report as follows:—

1. C. 2105, Confidential report of Staff Clerk Section. The Staff Clerk Section having been abolished, it is suggested that this annual return should no longer be rendered.

2. The demand for wines, spirits, extractum carnis, &c., required from Reserve Depot, Woolwich, might be rendered only when supplies are actually required.

The consumption of this class of supplies in the Scottish District is very small, and a quarterly return would appear to be very unnecessary.

3. It would simplify Army Service Corps work if, when possible, the hospitals and cells at small stations, such as Berwick-on-Tweed, Glencorse, &c. were supplied with groceries, &c. by local firms instead of the service being carried out by large firms carrying on business at a distance.

The supplies required at many of these out stations are very limited in quantity, and if local contractors could, as a rule, be accepted, the work both of medical and of supply officers would be facilitated.

4. There are two barrack returns which were called for last winter which now seem to serve no local purpose, viz. Monthly and Weekly returns of Barrack Accommodation available.

5. I would also suggest that the Annual Barrack Demand should be prepared by the A.S.C. for submission through the D.A.A.G. (B) to the General Officer Commanding, and that it should be passed afterwards to the C.O.O. merely to enable him to supply. Such demands should not be checked by the Ordnance Department as regards quantities, as the Barrack Department are obviously the best judges of their own requirements. It should also be recognised that the latter department should habitually demand in excess of ordinary requirements, so as to be prepared in case of any sudden eventuality necessitating the issue of extra barrack furniture and equipment.

6. The MS. return rendered annually in April showing the quantity and value of supplies in hand on the 31st March, including fuel in regimental charge, is apparently of no local value and might be abolished.

7. Many matters of a purely financial character, and which cannot be settled without reference to the Chief Paymaster, are passed through B. Office. Much unnecessary correspondence is thus caused, and it is suggested that, as far as possible, complicated financial questions should be dealt with exclusively by the Pay Department.

(Signed) C. W. TELFER-SMOLLETT,
January 22, 1901. Lt.-Col. D.A.A.G. (b).

I would suggest that with reference to this Department the following might with advantage be abolished:—

1. Referring ranges for final sanction to War Office, the G.O.C. with D.I.M. advising (after having inspected the range) should sanction.

2. I would suggest that it is unnecessary to send in annual return of ranges in the district for volunteers. Range books always are kept in the musketry office, and all questions with reference to these ranges must pass through the hands of the D.I.M.

3. I do not see any necessity for the Annual Return of Ranges for Regulars being sent to War Office. The G.O.C. is responsible for musketry of district, and decides where it is to be carried out.

(Signed) D. MACKENZIE STUART,
Capt., D.I.M., Scottish District.

In my opinion the decentralisation does not go far enough.

The General Officer Commanding should be responsible for everything concerning the men in the command, and should enter into contracts for all that the men require, clothing, rations, housing, arms, equipment, ranges, &c.

On these details there should be no reference whatever to the War Office, but the General Officer Commanding should deal direct with the Secretary of State for War for whatever money he may require.

(Signed) G. M. KIRKE,
Edinburgh, Colonel, D.E., Scottish District.
January 19, 1901.

I think the principle of decentralisation might with advantage be extended with a view of rendering districts more self-governing.

As regards this Department, I would suggest abolition of the following returns:—

Monthly copy of Departmental Orders issued by C.O.O. to War Office under para. 145, Regulations for A.O. Services, 1900.

The work of this Department would be considerably eased if the various books of regulations were simplified, as I think is in many cases quite possible.

(Signed) C. E. MEERES, Major,
Chief Ordnance Officer,
January 23, 1901. Scottish District.

THE medical administration of the district in regard to "professional" and "statistical" work is in close touch with the Medical Division of the War Office, and on these points further decentralisation appears to be impracticable.

In all other matters, "as in those cases dealt with in detail in the report," the fullest possible decentralisation is recommended, and the decision of the G.O.C. should be final. I am not, however, prepared at present to offer any suggestions as to how this may be further extended.

(Signed) T. P. BOONBY, Colonel,
Edinburgh, P.M.O., S.D.
January 26, 1901.

The number of questions connected with pay and allowances which have arisen during the past year in this district, many of which have had to be referred to the War Office for decision, clearly demonstrate the desirability of the G.O.C. being given the power of deciding such questions locally.

But to enable him to deal with the financial questions which must inevitably arise in large districts, it is essential that he should have on his staff an officer A.P.D. capable of advising and assisting him to deal with all financial matters connected with his command.

This officer should be in a position to bring to the notice of the G.O.C. any order or arrangement of a financial nature that, in his opinion, militated against the expeditious compiling and audit of accounts, and in all respects he should be the sole adviser to the G.O.C. on every matter connected with his own and the other pay offices in a command.

Another most important point which cannot be too strongly urged, and which would materially affect decentralisation by reducing correspondence, is that the forms for pay and clothing accounts might be modified and rendered much more concise, without in any way diminishing their efficiency as a check on undue expenditure.

In their present state they are both intricate and cumbersome, and entail a vast amount of unnecessary clerical labour.

The constant issue of regulations in connexion with pay and allowances adds very materially to the correspondence in a district owing to the doubts which arise as to how they should be interpreted.

In my opinion everything connected with pay and allowances should be most clearly defined, and the form of pay list used should be of the simplest possible nature.

(Signed) G. H. ANSON, Colonel,
Edinburgh, C.P.M., S.D.
January 24, 1901.

(6.) LETTER from G.O.C. EASTERN DISTRICT.

Headquarters, Colchester,
1st March 1901.

SIR, WITH reference to War Office letter 7968/8803 dated the 9th January, 1901, I have the honour to reply as follows to the various points enumerated on the list attached thereto as "Chief (Changes approved by the Decentralisation Committee)." My reply is based on reports of the various heads of branches under me, but I would preface it by saying that I cannot

reply as fully or as confidently as I would wish on all points for several reasons.

The many changes in almost every branch of the Staff in the Eastern District, since the recommendations of the Committee have been given effect to, the large amount of extra work during the last 18 months, quite outside the ordinary routine of a district, and other causes, have prevented the working of the steps taken towards decentralisation being observed as closely as would otherwise have been the case. It will be noticed too that some of the changes recommended do not appear to have been carried out, and others have not yet affected this district sufficiently to practically test their value.

Speaking generally, the recommendations of the Committee have been beneficial and have lessened work. No case has come under notice in which any inconvenience has resulted from them, and I certainly have no cause to suggest in any particular a return to what existed previously.

Under the working of the new system, the Chief Paymaster, whose duties were previously chiefly those connected with the payment and disbursement of money, has become the financial adviser of the General Officer Commanding, and his work has considerably increased in scope and importance.

I. Discipline and Interior Economy.

In the Royal Artillery the appointments of adjutants are not left to the districts but are still made from the War Office. This apparently must continue. The transfers, appointments, and promotions (above the rank of sergeant) of non-commissioned officers have to be referred to the Commanding Royal Artillery, Woolwich, in the case of Royal Horse and Royal Field Artillery, and to Commanding Royal Artillery, Dover, in the case of Royal Garrison Artillery. I do not think this could be satisfactorily worked in the district without reference to some central office, nor, again, are transfers and appointments in the Royal Engineers yet decentralised, probably on account of the highly technical nature of the corps. The Commanding Royal Engineer does not consider they can be left.

1. Districts.

All other points in this section have worked satisfactorily.

1 (b.) The extended powers have been utilised to advantage.

II. Recruiting and Discharge, &c.

The change has saved work and been an advantage. It is recommended, however, that General Officers Commanding be empowered to grant discharges of all kinds.

III. Contracts and Purchases.

The carrying out locally of contracts for meat and forage have worked without a hitch and caused no trouble, nor have they in any way interfered with economy.

As to contracts for works under 1,000*l.*, none have yet come into operation in this district, but placing the responsibility on the General Officer Commanding must be advantageous.

IV. Works.

Here again there has been no experience of the extended powers to warrant a decided opinion, but all the authorised changes seem to be in the right direction.

The Commanding Royal Engineer, however, is inclined to think that, in the matter of sales of land, "General Officers Commanding have not sufficient knowledge of all the bearings from a public point of view." General Officers Commanding should have free access to legal opinion (Treasury solicitors or local ones of high standing) in matters connected with sale and purchase of land. Personally, I consider if the legal advice of the Treasury solicitor is at my disposal, there should be no difficulty in dealing with questions of sales of land.

I consider the concession as regards minor changes in places to suit local conditions, minor encroachments of existing lettings, even considerably in excess of 100*l.* a year, are all likely to prove a success.

V. Stores.

The extension of the General Officer Commanding's powers in these particulars has been much appreciated on all hands. It seems to point to the advisability of still further increasing them both in the matter of issues of stores and of local purchases.

As to promotions of Army Ordnance Department subordinates, there are still cases that have to be referred to the War Office, which might be left to the General Officer Commanding. For instance, in the case of a foreman and others on probation, no reference to the War Office seems necessary, and the confirmation might be left to the local authorities. The General Officer Commanding's approval should at any rate be sufficient in all cases where no increase in the Estimates would take place by the promotion.

VI.—Pay and Allowances.

All the extended powers in these matters have been beneficial, and have saved correspondence, without sacrificing economy. The powers of the General Officer Commanding (*see* para. 163*A* King's Regulations) might be much extended, not only in cases of over payments, but in the case of losses of stores, &c., when the General Officer Commanding is of opinion that no blame is attributable to individuals.

In the case of the grant of extra duty pay not specifically mentioned in the Royal Warrant, the General Officer Commanding might have further discretionary powers. The saving of correspondence to the Paymaster and all concerned would be a material one in this event.

There are now many cases in which the Lodging Allowance Regulations press hardly on officers, especially in the case of temporary vacation of quarters, which cause officers to be suddenly, and without notice, ordered into barracks. I think advantage would be gained by making para. 262 *et seq.* Allowance Regulations more elastic, and increasing General Officer Commanding's discretion.

VII.—Schools.

Correspondence has been saved and greater efficiency secured.

VIII.—Miscellaneous.

This can only be answered generally, but the advantages have clearly rested with the changed systems.

IX.—Returns.

The saving of clerical labour by the reduction of periodical Returns has been considerable, and has been much appreciated. I think there are yet many Returns that might be abolished, and I have acted upon the last part of para. (4), page X, of the General Recommendations of the printed Report of the Decentralisation Committee, with a view "to check the tendency to re-introduce reports and returns."

In conclusion, these matters will continue to be closely watched, and any possible alteration and improvement will be put forward as suggestions.

I have, &c.

(Signed) W. GATACRE,
Major-General,
Commanding Eastern District.

The Secretary,
Committee on War Office Organisation.

(7.) LETTER from G.O.C. ALDERSHOT.

SIR, Aldershot, 4th March 1901.

I HAVE the honour to acknowledge the receipt of War Office Letter, No. 7968/8803, dated 2nd March, enclosing a copy of a letter of similar number, dated 9th January, and its enclosure.

In the latter letter, I am asked to report what is my experience of the effect on the work of my command of the alterations made in consequence of the Report of the Decentralisation Committee of 1898, and secondly, do I think any further extension of decentralisation as affecting my command desirable, and in what direction.

I have been here so short a time that I have not the experience necessary to enable me to report fully in answer to the above two questions. Writing from an experience of about two months, I should say that the answer given by General Sir Evelyn Wood to Question 1082, Report of Decentralisation Committee, is as true now as it was then. Sir Evelyn Wood says: "While I was at Aldershot, I found an increasing tendency to let me do very much what I wanted." It seems to me that my experience points to the same tendency existing now. Whether that tendency can fairly be called by the large name "Decentralisation,"

is another matter. At the time the Report of the Decentralisation Committee appeared, I ventured to remark that they had made the usual mistake, and that they had begun at the top instead of at the bottom, and I am of that opinion still. No attempt seems to me to have been made to affect the responsibility of General Officers, as compared with the responsibility vested in the War Office; but in connection with the general volume of work, arrangements were made which purported to allow General Officers Commanding more freedom in dealing with a few minor questions than they had formerly enjoyed. Certain other questions were directed to be dealt with by General Officers direct with Woolwich instead of, as formerly, with the War Office. As to these changes, the relief afforded within the War Office may have been appreciable, but I do not see that General Officers are much better, or even quite so well, off.

None of the proposals of the Decentralisation Committee appear to me to have been based upon any system. Certain work seems to have been thought too immaterial to be brought up to the War Office, and so, therefore, cast on the Generals, but no change was made in the responsibility of the Generals, and the power of interference possessed by the War Office remained unchanged. In what I am saying, it is in no degree my intention to impute blame or suggest neglect. I merely represent the way the War Office system affects an officer subject to its influence. The first subject on the list sent to me, on the list of matter that had been decentralised, is the appointment of Adjutants, and it is claimed that these appointments are now allowed to be made by General Officers Commanding. So they are, when no question arises with regard to them, but the moment any question does arise, a General Officer is sharply reminded that he has no responsibility. As an illustration of this, please see War Office Letter, No. 102/2d. Dr. Gds/25, dated 20th February 1901, where, as soon as I make an application regarding a Provisional Adjutant, I am immediately ordered to send up a Report from the Commanding Officer concerned showing why my recommendation is necessary. In the face of such a letter, can it fairly be said that that work is decentralised?

Again, it is claimed under Subject 6, Pay and Allowances, that "Reference to the War Office will not be required for various special issues of extra duty Pay", and the Royal Warrant has been amended in that direction. During the past year, my two predecessors in office have, under that Warrant, granted certain special issues. These have been promptly disallowed at the War Office, and I am engaged in a Correspondence defending the action of Officers who have left this station and trying to prevent wretched men being fined a pay that was issued to them by properly constituted authority (War Office Letter 102/63/49. 12th February, 1901).

I could multiply instances of this nature. I have given two that have occurred in the last weeks. In my opinion, decentralisation is desirable and is possible, but that it should be sought by a careful organisation rather than by the temporary extension of authority to perform odd jobs. What is wanted in our Army is a thoroughly well understood chain of responsibility. If such a thing is introduced, decentralisation will be able to proceed rapidly along previously arranged and well understood lines, and at the same time supervision will be preserved.

At the present time, no officer can actually say what his powers are, and supervision, therefore, becomes extremely difficult.

I have &c.
(Signed) REDVERS BULLER,
General,
Commanding Aldershot District.

The Secretary,
Committee on War Office Organisation,
War Office.

(8.) LETTER from Gen. H.R.H. DUKE OF CONNAUGHT.

SIR,
Royal Hospital, Dublin,
28th February 1901.
CONTINUING my letter, dated 18th instant, and in accordance with War Office 7968/8803 of 9 January 1901, I have the honour to submit the following sug-

gestions as to the desirability of the further extension of decentralisation as affecting my command.

To conduct the negotiations respecting land locally, as suggested by the Committee, requires a qualified War Department Land Agent. I have raised this question on other papers. Works.

The Chief Engineer in Ireland should have greater powers as regards land questions, and be enabled to settle all financial points connected therewith direct with a representative of the Treasury in Dublin (? the Commissioner of Valuation).

The estimates for and the execution of all work under Part III., *Maintenance and Repair*, and of all minor items up to 100l. of Part II., *Alterations and New Services*, should be entirely in the hands of the General Officers Commanding, without any reference as to detail to the War Office.

War Office inspections should take the place of correspondence—

- 1st to form a general estimate of the amounts required.
- 2nd to ascertain how the funds have been expended and the work carried out.

The General Officers Commanding should have full powers to deal with everything connected with contracts up to 2,000l., without any reference to the War Office.

The General Officers Commanding should have full powers to deal with all re-appropriations and sites when the expense of the work entailed did not exceed 100l.

As long as there is a Commander of the Forces and a Headquarter Staff in Ireland, so long must a certain amount of detail connected with works pass through the hands of the Chief Engineer, Ireland, not for interference between the General Officer Commanding and the War Office, but so as to enable him to advise the Commander of the Forces on any point that may be raised.

There are three courses:—

- (a.) As at present.
- (b.) General Officers Commanding to communicate on detail direct with War Office.
- (c.) Increase the powers of the Commander of the Forces in Ireland to deal with all detail.

I would recommend the latter.

Decentralisation of Correspondence.

War Office letters on Royal Engineer subjects after circulation are kept at Headquarters. This is necessary.

The copying of them by General Officers Commanding and Division Officers, Royal Engineers, would be obviated if the War Office would either send three copies of each letter, or use typewriting copying ink, so that press copies could be afterwards taken.

That articles such as ladders, &c., be manufactured in the Ordnance workshops at the Curragh, Cork, and Dublin, where the necessary machinery for the purpose exists, and that the use of these workshops be not, as at present, restricted to executing repairs.

The Principal Ordnance Officer, Woolwich, authorises purchase of stores, but when the amount exceeds 10l. application has to be made to War Office (paragraph 44, Army Ordnance Regulations, 1900). The former appears sufficient and latter unnecessary (paragraph 1001, Army Ordnance Regulations).

The purchases authorised by Woolwich and under paragraph 45, Army Ordnance Regulations, are very restricted, and might with advantage be extended to stores used in barracks in particular.

A very much larger stock should be allowed to Dublin, which might hold five years' supply according to average annual issues, instead of 1½ (paragraph 991, Army Ordnance Regulations).

Every other district could then draw on Dublin for articles not provided for in their Annual Demands, and avoid the constant Intermediate Demands under paragraph 996, Army Ordnance Regulations.

This would save time and expense in the long run, and could be done without extra buildings when the Curragh Ordnance Depot is completed and decentralised.

The Reserve Stores which are to be held in Dublin and Curragh eventually will no doubt provide for the

Works.

Ordnance Store Services.

larger emergencies, but above proposal is for the daily ones.

I have, &c.
(Signed) ARTHUR, General,
Commanding Forces in Ireland.

The Secretary,
Committee on War Office
Organisation.

See also printed memorandum, Appendix VI. (E.).

(9.) LETTER from G.O.C. THAMES DISTRICT.

SIR, Chatham, 20th February 1901.
In reply to War Office letter No. 7968/8803, dated 9th January 1901, I have the honour to report that the alterations made in consequence of the Report of the Decentralisation Committee of 1898, which have been brought into effect, have worked well in the district under my command, and my experience has been entirely favourable to the increased powers which were then given to General Officers Commanding Districts.

2. I think the time has come to further extend that power, and I enclose various suggestions referring to the following Regulations, viz. :—

King's Regulations.
Royal Warrant for Pay.
Allowance Regulations.
Regulations for Army Ordnance Services.
Militia Regulations.
Volunteer Regulations.
Regulations for Engineer Services.

With regard to the last, I have made a special report after careful consultation with the Sub-District Engineers and the District Engineer. If I have somewhat exceeded the scope of the Inquiry referred to me, I have done so because of the need in this particular matter of going beyond the measures of decentralisation of 1898.

Under the present system, which renders it difficult to get works commenced till June, very often, contractors tender with the certainty that the bulk of the work must be done in the winter months. They are bound, therefore, to tender higher than if work commenced in the beginning of April. The result is that the State is annually paying for its works a higher price than is necessary and getting its work done less soundly than would be the case in summer.

I have suggested a way of meeting the difficulty; but anyhow, some way is very necessary in the public interest.

I have, &c.
(Signed) T. FRASER,
Major-General, C.T.D.

The Secretary,
Committee on War Office Organisation,
War Office.

20th February 1901.

DECENTRALISATION OF WAR OFFICE BUSINESS, 1901.

King's Regulations.

Para. 158.—Give General Officers Commanding at home authority to authorise additional issues, as abroad.

Para. 163A.—The limit of 11. might well be removed, leaving the limit (say 101.) to the discretion of the General Officer Commanding.

Para. 1005.—The General Officer Commanding to have the power to sanction the tenant system himself, except as regards canteens.

Para. 1879.—General Officer Commanding to have power to extend the period of tour of non-commissioned officers at depots, under special circumstances.

Royal Warrant for Pay.

Art. 123.—General Officer Commanding to authorise pay for any such temporary appointments.

Art. 247.—General Officer Commanding to have power to authorise such extra-duty pay.

Art. 408.—The issue of extra-duty pay to be left to the discretion of General Officers Commanding.

Art. 709.—Delegate authority to sanction issue of such extra-duty pay to General Officers Commanding. Many of the authorities of the Secretary of State for War now required by the pay warrant might be placed under the control of the General Officer Commanding.

Final audit of regimental and company accounts to be made in the district.

When War Office decisions and disallowances are received it not infrequently happens that the responsible officer has left the unit and the men affected have gone abroad, which leads to much correspondence and difficulty of adjustment.

Allowance Regulations.

Paras. 120-147.—The General Officer Commanding to have power to grant forage allowance to officers other than those scheduled, under special circumstances.

Para. 322 (e).—General Officers Commanding to have power to authorise payment of travelling expenses of servants accompanying officers other than those specially laid down.

Para. 628.—General Officers Commanding to have power to authorise replacement of remounts without reference to War Office.

In some cases the fact of the General Officer Commanding having authorised certain expenditure has to be reported to the War Office; this might be abolished, as the authority for such charges would come under notice on audit.

Regulations for Army Ordnance Services.

Para. 44.—Further extension of local purchase to sum of (say) 50l.

Para. 145.—Abolish M.S. Return of "Departmental and General Orders (local)" affecting the Department. The major portion of this return always appears in the monthly casualty report.

Paras. 221-222.—Maintenance boats and vessels :—

- (1.) Repairs by local tenders up to 100l. be arranged for locally, without previous reference to War Office.
- (2.) Slight structural alterations might be permitted to boats and vessels.

Militia Regulations.

Para. 347A.—Candidates for municipal officers: leave to discretion of General Officer Commanding.

Para. 376.—General Officer Commanding to settle complaints. His decision to be final.

Para. 377.—Give General Officer Commanding power to convene such courts.

Para. 388.—Disallow appeals to War Office.

Para. 396.—General Officer Commanding to have power to grant extra leave to adjutants.

Para. 398.—Ditto.

Para. 459.—General Officer Commanding to have power to sanction leave exceeding three days without reference to War Office.

Para. 507.—General Officer Commanding to have power to grant forage allowance, when necessary, to field officers of submarine miners without reference to War Office.

Para. 513A.—General Officers Commanding to have power to authorise such issues.

Para. 624.—The General Officer Commanding to have power to sanction such pay.

Paras. 712 and 713.—The General Officer Commanding to have the power to issue such gratuity.

Para. 728A.—Give power to General Officer Commanding to authorise further visits if he considers them necessary.

Para. 739.—The General Officer Commanding to have power to grant travelling expenses under special circumstances besides those specified.

Paras. 745-751.—The General Officer Commanding to have power to grant travelling expenses, under special circumstances, besides those specified.

Para. 1026.—The General Officer Commanding to have power to shorten these periods if, in his opinion, the clothing has been subjected to exceptional wear and tear.

Para. 1206.—Make General Officer Commanding's authority sufficient.

Volunteer Regulations.

Para. 401.—Acceptance of municipal office; leave to General Officer Commanding to decide.

Para. 438.—General Officer Commanding to convene such courts of inquiry and submit proceedings to War Office for decision.

Para. 444.—General Officer Commanding to have power to sanction further leave.

Para. 528.—General Officer Commanding to have power to grant permission to adjutants to reside away from headquarters.

Paras. 535-537.—General Officer Commanding to have power to deal with such cases unless the corps applies to go out of his district.

Para. 593.—Give General Officer Commanding power to authorise payment of any additional expenses.

Para. 594b.—General Officer Commanding to have power to grant these allowances without reference to War Office.

Paras. 614, 618.—General Officer Commanding to decide such questions of compensation, &c.

Para. 632.—General Officer Commanding to decide as to temporary return of arms to Government stores for security.

Para. 691.—General Officer Commanding to arrange inspection and report result to War Office.

Para. 784.—General Officer Commanding to have power to authorise such issues in his own district.

All correspondence affecting the attendance of officers of the volunteers at schools of instruction might be carried on between the officers commanding regimental districts and the officers in charge of such schools.

(Signed) T. FRASER, M.G.,
C.T.D.

DECENTRALISATION OF ROYAL ENGINEER SERVICES.

War Office Letter of 9th January 1901, 7968/8803.

1. Paragraph 3.—Contracts for works not exceeding 2,000l.

The powers granted to General Officer Commanding to deal with contracts for works not exceeding 2,000l. are merely nominal. They amount to little more than authority to open tenders and to accept the lowest. So long as the General Officer Commanding has no decisive voice in the selection of the firms most competent for the carrying out of any particular work, he has no option but to accept the lowest tender, because all the contracting firms approved by the War Office are assumed to be equally competent and eligible. Even if there be only a trifling percentage between the most favourable tenders, the advantages of ensuring that the contract shall be given to the firm most competent from a local point of view may be sacrificed to the fact that the General Officer Commanding must be prepared to give specific reasons for rejecting the lowest tender. No practical result can be gained by asking a General Officer Commanding, who is authorised to deal with contracts "on his own responsibility" (518), to explain the reasons for rejecting a lower tender. There appears to be no reason why the limit should be restricted to 2,000l. I am strongly of opinion that no contracts for works, more especially for defence works, should be entered into without previous reference to the General Officer Commanding of the district concerned, and the tenders should be referred to him for his recommendation. If this principle be adopted, it follows that it would save time and correspondence if all works' contracts were dealt with by General Officer Commanding.

2. I consider that, as regards works carried out by day labour, the 50l. limit laid down in paragraph 519, Regulations for Engineer services, as regards the local purchase of stores, might be removed with advantage to the prompt and efficient execution of the works. The Commanding Royal Engineer can safely be trusted to use every endeavour to obtain promptly the stores he requires with due regard to local considerations in the most economical manner, and his recommendations would require the approval of the General Officer Commanding before acceptance.

3. As regards the conditions of contracts for works, I consider that the power now vested in the Secretary of State for War as regards the rejection of inferior materials and workmanship should be vested in the

local Commanding Royal Engineer, whose decision in such matters should be final. In this connection I would quote the following extract from a report of the Commanding Royal Engineer, Chatham, dated the 7th of June 1899, viz.:—"May I be allowed in this connexion to draw attention to what appears to me to be a very unsatisfactory condition of these contracts? Under the existing conditions the local superintending officer—the Commanding Royal Engineer—has no power of rejecting bad or inferior materials without the possibility—I might almost say the probability—of the contractor appealing to the Secretary of State against any such decision. I need hardly point out how greatly the knowledge that this is so must hamper the local Commanding Royal Engineer in rejecting any material, and it certainly often leads to materials being used in works which would unquestionably be rejected if the decision of the local Commanding Royal Engineer were final, as I decidedly think it should be in such matters. The present system plays into the hands of contractors, and handicaps the War Office. I have heard it argued that if absolute power of accepting or rejecting materials were left in the hands of the Commanding Royal Engineer contractors would not tender. I do not think this would be the case with straightforward contractors. If such a power tended to prevent undesirable firms from tendering, it would be a distinct gain. It is, I believe, the custom in all civil contracts to specify that the architect who gives the final certificate should have this power. In the case now under discussion we have the anomaly of a contractor who has accepted the terms of a contract in which provision is made for appeal, disputing the decision of that appeal as being 'as unsatisfactory as it is indefinite,' and regretting their inability to comply."

4. I should like to take this opportunity of pointing out the grave inconvenience and expense involved in carrying out works under the present system of annual Parliamentary Votes, which results in two, if not more, of the best months of the year being practically lost owing to the inability to get contracts entered into until the summer. In consequence of this, the cost of works must be necessarily higher, and they have to be executed during the winter months, which is not conducive to efficiency. If Parliament were aware of this practical difficulty, they would, I venture to think, consent to approve in the previous autumn a proportion of the average expenditure on works, to be available on the 1st of the following April in anticipation of the Vote on the Estimates, so that the Inspector-General of Fortifications could select the most pressing services to be detailed during the winter, and given out to tender in March, for acceptance on the 1st of April.

5. Paragraph 4.—Purchases and sales of land.

Purchase and sale of lands are invariably carried out direct by the War Office, and no instructions have been received directing that this shall be done locally in future. I am of opinion that it would not be advisable to depute the power of conducting the purchases and sales of lands to the General Officer Commanding, as he has not the machinery necessary for undertaking the duty, which is most efficiently conducted by the existing professional staff at Headquarters.

The War Department Land Agents for the Thames District reside at Dover, and much correspondence and delays are due to this fact. It is most desirable that there should be a local agent for each sub-district, even if it entailed extra cost.

The General Officer Commanding should be empowered to obtain professional assistance in minor legal matters connected with lands, e.g., arrears of rent, breach of contract, claims for damages, &c. If the General Officer Commanding was in a position to take prompt action in such matters, much correspondence and delay would be avoided.

6. Paragraph 4 (ii) and (iii) have not yet come into practical effect, but are distinctly steps in the right direction, as tending to the more rapid execution of services with the minimum of office work.

(Signed) T. FRASER, Major-General,
20th February 1901. C.T.D.

(10.) LETTER from G.O.C. SOUTHERN DISTRICT.

Headquarters, Southern District,
Portsmouth, January 17, 1901.
SIR, In reply to your letter, No. 7968/8803, dated 9th January 1901, I beg to report that my experience of the effect on the work in this district, of the alterations made in consequence of the Report of the Decentralisation Committee of 1898, has been entirely favourable.

I forward, for the information of the Committee, reports from the various staff officers under my Command on the subject, and I recommend that the further extension of decentralisation therein submitted may be taken into your favourable consideration. There is still room, in my opinion, for further decentralisation. I strongly recommend that the spending powers of G.O.C. be largely increased.

I am, &c.

(Signed) BAKER RUSSELL,
Lieut.-General,
Commanding Southern District.

The Secretary,
Committee on War Office Organisation,
War Office.

Headquarters, Southern District,
Portsmouth, January 19, 1901.

CHIEF CHANGES approved in consequence of the RECOMMENDATIONS of the DECENTRALISATION COMMITTEE.

1. The effect of the changes approved in consequence of the recommendations of the Decentralisation Committee, as far as the duties referred to in Clause (a) of paragraph 224, Queen's Regulations, are concerned, has been most beneficial and has facilitated the conduct of the work of this Office.

2. *Schools.*—As regards schools, the local settlement of questions affecting attendance at schools has been beneficial in saving time and, in less registration of War Office decisions.

3. *Courts-Martial.*—The changes of procedure for the attendance of naval and marine witnesses at courts-martial, have proved satisfactory.

4. *Instruction.*—Changes in the conduct of certain correspondence in regard to classes and instruction, have worked well.

5. *Permanent Staff, Militia and Volunteers.*—With reference to paragraph 1856, Queen's Regulations (i.), I would suggest that a general officer commanding a district should have the same powers in regard to the posting of a N.C.O. serving abroad to the permanent staff of a militia or volunteer unit whose regimental district is in his command, as in the case of a N.C.O. serving in a home battalion, a great saving of time would thereby be effected.

(Signed) J. NAPIER, Colonel, O.S.O.,
Assistant Adjutant-General, "A,"
S.D.

Royal Artillery Headquarters, S.D.,
Portsmouth, January 16, 1901.

WITH reference to your memorandum, dated 11th January 1901, calling for a report of my experience of the effect of the changes approved as regards decentralisation of work from the War Office since 1898, I beg to state that I consider the changes made have resulted in the correspondence on subjects named in the statement attached being dealt with much more quickly than was the case when reference to the War Office was necessary, and I think that they have operated to the benefit of the public service.

With respect to a further extension of decentralisation, I would suggest that the following matters should now be dealt with:—

At present armament pay is only issued to officers who pass the examination from the date of the proceedings of the Board being received at the War Office.

As in some instances a certain amount of delay is unavoidable in transmitting the proceedings (through

the marking of papers, &c., by the Board) to the War Office, and this results in the young officers who have qualified losing armament pay for some days, I recommend that the proceedings should be confirmed by the General Officer commanding the district, as is done in the case of examination in (a) and (b) for promotion, and that armament pay should be admissible from the date of passing the examination.

This I should recommend be delegated to officers administering garrison artillery divisions.

Could be left to the officers commanding Royal Artillery of districts.

Promotion to 3rd class master gunner might be made by administering officers, garrison artillery divisions, in the same way that quarter master sergeants are now made.

Boys and trumpeters not up to standard to be dealt with by administering officers instead of reference to War Office as at present.

When placing drafts under orders, the War Office usually determine the number of men to be found by each company at home for foreign service, and this arrangement has to be frequently modified upon representation by administering officers being made to the effect that casualties have reduced the number of men available for drafts in certain units. Would it not be better to inform administering officers of the requirements of certain stations, place the necessary transport accommodation at their disposal, and leave the details to be found by each unit to be settled by those officers?

The period of two years' depot service might be extended in special cases by administering officers, instead of being referred to War Office, as now.

Much inconvenience and clerical labour might be saved if the War Office were to inform the administering officers annually that a certain number of non-commissioned officers had been ordered home from India and the colonies for posting to the permanent staff; to arrive during the ensuing trooping season, and leave it for those officers to arrange for their posting to units on arrival.

Under the existing arrangement, vacancies on the permanent staff are frequently kept open from six to twelve months, and in some cases longer, to cover non-commissioned officers who have been ordered home.

(Signed) D. DEAN PITT, Major,
For Colonel, Commanding Royal Artillery,
Southern District.

WORKS.

January 16, 1901.

A.—Section 3 as to Contracts.

At the present time contracts up to the amount of 2,000l. can be accepted by the G.O.C. from the approved list of firms (funds being available), a report being made to the War Office of the firm accepted.

2. This possibly saves a little time, but more clerical labour in this office is involved.

3. The clerical work would be reduced if the G.O.C. had full discretion to abridge the approved list of contractors, i.e., only to invite those contractors who have heretofore given satisfaction in his command. Personally, I should very strongly recommend that such discretionary power should be given to G.O.C.'s. This would, in my opinion, effectually prevent the recurrence of such a case as that which has recently taken place in this command, and which, apart from its very unsatisfactory nature, has given rise to much vexatious trouble and unnecessary correspondence. (See correspondence ending with W.O. letter dated the 9th of November 1900, 7101/P/2129).

4. On these lines alone this system might be extended to contracts of any amount, but it would involve an increase in the clerical staff of this office. Otherwise I can see no advantage in changing the present system.

Examination of Officers E.G.A. in subject "H" (Appendix VI., Q.R.).

Prom. 41 to War rank.

Appointment of Military Staff Ch. B.A. Promotion to 3rd Class Master Gunner.

Boys and Trumpeters not up to standard (para. 7, R.A. S.O. section 47). E.G.A. duties for foreign service.

Extension of depot service for N.C.O.s (para. 1, section 1, R.A. S.O. Vacancies on permanent staff, Auxiliary Artillery.

Engineer License, para. 513.

5. It would further be an advantage, I think, if contracts for stores (other than special stores) could be made on the authority of the G.O.C. up to any amount, subject to funds being available as provided in the Estimates, so that paragraph 519 of the Regulations for Engineer Services could be abrogated.

B.—(i.) *Purchase and Sales of Land.*

Hitherto the preliminary negotiations with the owners have been carried out by the War Office, I think it would be an advantage to the service if the whole of the arrangements were carried out locally, i.e., between the G.O.C. in communication with the Treasury Solicitor. The G.O.C. in this command having the assistance of the W.D. estate agent.

(ii.) *New Services under 1,000l. and Maintenance Services under 1,000l.*

The present arrangements work satisfactorily, and I do not propose any change.

(iii.) *Simplification of Procedure.*

(a.) It is difficult to say what is meant by minor changes. Trifling changes not affecting construction are sometimes now carried out without reference to the War Office. Anything beyond this, I think, should be acquiesced in by the War Office. This especially refers to fortification work, where uniformity in design is essential.

(b.) The method of executing work, i.e., by lump sum or measurement, should, I think, be left to the G.O.C.

(c.) I think the G.O.C. might authorise all encroachments where legal difficulties do not arise.

(d.) Reletting up to 100l. is already in the power of the G.O.C. It is only in the case of new lettings when the War Office have to approve, see paragraph 278, Regulation for Engineer Services. I think that the limitations laid down in this paragraph in regard to new lettings should be removed, and that the G.O.C. should have full power to approve of lettings up to any amount.

C.—The carrying out of the above suggestions will, by relieving the War Office of a certain amount of work, correspondingly increase the work in this office, and hence some additional clerical staff will be required.

(Signed) D. A. SCOTT,
Colonel on the Staff for R.E.

MEMORANDUM.

DECENTRALISATION.

1. As far as the "B" branch of Staff duties are concerned, decentralisation, as regards the War Office, has been very largely accomplished from time to time in past years, so that under the present system of Army administration the avoidable references from districts to the War Office are comparatively few.

2. The following observations have reference to the War Office paper now under consideration:—

"Disposal of Horses when Unserviceable, &c."

3. The powers of the G.O.C. in this respect do not appear to have been recently extended. The allotment of remounts to regiments and corps is vested in the I.G.R., and it is in consequence necessary that recommendations in respect to horses unfit for further service or unfit for the particular duties of the corps to which they belong, should be referred to him.

"Reappropriation of Barrack Accommodation."

4. There does not seem to have been an extension of the powers of General Officers Commanding since 1898 in regard to this matter. The powers of General Officers Commanding are, subject to certain specified limitations, controlled by the financial aspect of the proposal. Thus he is unable to authorise reappropriations for

which he has no funds available. This principle is sound.

"Contracts" (Supply Services only).

5. Coal contracts are the only ones made locally which are referred to the War Office before completion. There may be sufficient reason for this course. The contracts made at the War Office, such as for oil and candles, are few. They are made for the whole of England, or for the United Kingdom, and pecuniary advantage is thereby secured.

"Local purchases of Stores" (Barrack).

6. Officers in charge of barracks should be given power in certain cases and subject to orders of the G.O.C. to make purchases which are at present carried out by ordnance officers, often entailing much delay.

"Approval of Acting Staff Pay."

7. The power in this connexion is delegated to G.O.C. on the one hand, but it is taken away on the other, by orders being issued to army agents not to issue such acting pay without special and direct instructions from the War Office.

8. The powers of the G.O.C. should be extended in respect to the conclusion of simple agreements for the hire of land or buildings when a large rent or other very important considerations are not involved. When a hiring is now made in a district, and when the printed War Office Form does not suitably embody the terms and conditions of the hiring, the agreement or lease must be referred to Army Headquarters for consideration by, and the remarks of, the Treasury Solicitor, in whose branch of the War Office the work is, to all appearance, carried out with the greatest amount of possible deliberation. The results are much delay and correspondence, and that lessors, not understanding military methods, get tired of waiting, and perhaps dispose of their property to others. The procedure indicated is followed, although the hiring may only be for a short period, and to the value of a few pounds a year.

(Signed) M. E. R. RAINSFORD,
Colonel, A.A.G.

Portsmouth, January 19, 1901.

As a considerable increase of power is now given to General Officers Commanding in connexion with matters involving authorisation of expenditure of public money, and as the regulations governing such action, owing to the varying circumstances of different cases to be dealt with, leave a large margin of discretion to general officers, there is a necessity for the War Office auditors to be critical in their examination of accounts, so as to bring to notice any diversity of method which may obtain in different districts in deciding similar questions. No doubt such diversity does exist.

(Signed) M. E. R. RAINSFORD,
Colonel, A.A.G.

H.M. Gun Wharf, Portsmouth,
January 17, 1901.

The changes approved in consequence of the recommendations of the Decentralisation Committee on the whole work well, and save much correspondence and consequent delay in dealing with questions affecting the equipment, &c., &c., of regiments as they arise. Some further modifications might be made in returns rendered to the War Office; for instance, take the Quarterly Return of Expenditure of the Department (I attach a copy of the last rendered from this office, marked A.), so far as overtime is concerned, it is a repetition of the monthly pay lists of the quarter; it is a recent innovation, under General No. 6/3811, dated 26th June 1898, and so far as the department is concerned, takes some time to prepare, and apparently does not add in the slightest degree to efficiency.

Again take paragraph 132, Regulations for Army Ordnance Services, 1900. The question of overtime not being resorted to "unless the expense can be met out of" money at the disposal of the Chief Ordnance Officer for "wages," is unworkable, if overtime is really necessary, it must be resorted to or the service must suffer. Such questions as these should, I think, be left to the

discretion of the Chief Ordnance Officer, who is responsible to the General Officer Commanding the District, and who is not likely to resort to overtime unless real necessity arises, and the fact that all overtime that is incurred is clearly detailed in the monthly pay lists, ought, in my opinion, to be sufficient, without hampering the Department with the preparation of small and needless details in other returns.

(Signed) F. H. TURNER, Colonel,
The Chief Staff Officer, C.O.O., S.D.
Southern District.

PAY OF SHIPWRIGHTS, CHARGEABLE TO VOTE 9 (A 2).

	£	s.	d.
Foreman and shipwright, permanently employed - - - - -	48	16	4½
Foreman and shipwright, temporarily employed - - - - -	89	18	6
	£138	14	10½

Overtime, Second Quarter.		Amount.	
Service performed.		£	s. d.
I/c factory engine	- - -	6	0 4½
Steaming cranes	- - -	4	19 10½
Duty at Netley	- - -	0	2 9
Issue of stores	- - -	0	0 9
Shipping stores for Southampton	- - -	0	3 1
Duties in connexion with camps	- - -	1	9 7½
Repair of tents	- - -	0	9 1½
Shipping stores, ordinary	- - -	1	1 4½
Repair of signal gun, Shambles Light-ship	- - -	0	1 6
Repair to W.D. vessels	- - -	0	13 10½
Repair of tents	- - -	1	5 4
Stores to Tipnor	- - -	0	0 6
Repair of guns, Hilsa	- - -	0	12 6
Duties in connexion with ammunition (Tipnor)	- - -	2	11 10½
Southampton, duties on transports, and gratuity to Storekeeper Roberts	- - -	82	16 7
		£102	9 2½
		£	s. d.
Gun Wharf, ordinary	- - -	15	12 3½
Gun Wharf, South Africa	- - -	1	8 5½
Southampton, South Africa	- - -	82	16 7
Tipnor, South Africa	- - -	2	11 10½
		£102	9 2½

ARMY ORDNANCE DEPARTMENT.

Army Form G. 891.

Quarterly Statement of Expenditure.

Station and date { Portsmouth,
3rd November 1900.

1.	2.	3.	4.
	Civilian Subordinates, Working Pay, &c. (Vote 9 A 2.) Total.	Overtime Pay included in Column 2 (Explanation as to Amount Expended to be Stated on Back of this Form).	REMARKS. Explanation should always be given of any excess over one-fourth of the amount taken in the current estimates.
Provided in Estimates - - - - -	13,170L.	Gen. No. 63,988, dated W.O. 10/3/00, for half year to end of September.	
Vote 9 sub-hd. A. 2, 1900-1 - - -	1,145L.		
	250 Ports., 66,125, dated W.O. 11/5/00 (rapid release harness).		
Amount since sanctioned for additional services and authority.			
Expended during—	£ s. d.	£ s. d.	The increased expenditure for the quarter is made up as follows :— £ s. d. Carpenter and wheelers - - - 245 5 0 Blacksmiths - - - - - 97 8 6 H. men - - - - - 60 13 1 Writers - - - - - 66 9 1½ Fitters - - - - - 85 13 0 Armourers - - - - - 45 9 0 Sawyer - - - - - 17 11 0 Rapid release harness - - - 133 6 9 Tinsmith - - - - - 2 0 0 Overtime, Store-keeper Roberts at Ports., 6, Chatham, 6 Southampton, 6,157 1,863 Shipwrights - - - - - 26 9 4½ Tipnor additional labour, Ports., 6, 6,140 - 63 18 0½ £898 9 11½
Month of July 1900 - - - - -	{ 992 6 4 141 2 9 7 11 4 94 18 3	{ — — 14 12 6 0 18 0	
" August 1900 - - - - -	{ 985 13 5 194 11 4 9 6 5 103 1 5	{ — — 14 15 4 0 13 9½	
" September 1900 - - - - -	{ 1,271 11 7 157 12 10 7 6 3 93 10 0	{ — — 70 9 6 1 0 1	
Total expenditure during quarter, including additional services sanctioned.	£4,058 11 11	£102 9 2½	

True Copy.
(Signed) J. A. ROBERTS,
Captain.

The Under-Secretary of State for War,
War Office.

(Signed) F. H. TURNER, Colonel,
Chief Ordnance Officer,
"S" District.

N.B.—This return should be rendered as early as possible after the last day of each quarter, and before being forwarded to the War Office should be sent to the District Paymaster to ascertain that the total expenditure agrees with the totals in his accounts.

Verified.—The total amount charged to Vote 9 A 2 for quarter ending 30th September 1900 was 4,058L. 11s. 11d.

Portsmouth,
November 7, 1900.

(Signed) E. ROBERTS, Colonel,
District Paymaster, S.D.

From Lieut.-Col. R. B. TERNAN, District Paymaster,
S.D., to CHIEF STAFF OFFICER, S.D.

SIR, Portsmouth, January 15, 1901.
WITH reference to the attached correspondence, I have the honour to report that the changes effected under the head of Pay and Allowances which affect this office have been found to work well and save correspondence. I have no suggestions to offer as to the further extension of decentralisation.

I have, &c.
(Signed) R. B. TERNAN, Lt.-Col.,
District Paymaster, S.D.

Portsmouth, January 16, 1901.

REFERRING to your memorandum of the 11th instant, forwarding a list of the chief changes approved in consequence of the recommendation of the Decentralisation Committee, I consider that those affecting my department have worked advantageously, both as regards my duties as Principal Medical Officer on the Staff of this District, and as Surgeon-General Commanding the Royal Army Medical Corps in the Southern District and Channel Islands.

With a view to the further reduction of clerical work and further extension of decentralisation as regards the War Office, I recommend that under the head of Pay and Allowances, claims of civil medical practitioners for consultations, assistance at surgical operations, &c., when certified by the District P.H.O. to be necessary and charges reasonable, may be approved for payment by the G.O.C. as laid down in Royal Warrant, Article 376, for Barbados and Jamaica.

"Weekly Returns of Sick, Army Form A. 31."

Abolish this return as regards the War Office, and substitute one from each station hospital at home stations being sent to office of P.M.O. of the district, who should compile therefrom a weekly return on Army Form A. 2,015, with the additional information of the number of vacant beds in each hospital of the district.

All weekly returns of strength and sick should be made up on the same date (A.A.G.A., A.A.G.B., C.R.A., C.R.E., P.M.O., A.O.D., A.P.D.), to ensure accuracy in strength and working out of ratios. The combined return should be signed by the G.O.C. and transmitted to the War Office every Monday.

Quarterly Sanitary Report.—Omit (A.F. C. 344).

The information is furnished on pp. 3 and 4 of the weekly return of sick from each station hospital. Special reports on any outbreak of epidemic disease are furnished by P.M.O. and called for by him from the medical officers serving under him.

P.M.O.'s annual sanitary inspection, as well as periodical visits to stations when necessary, are sufficient to ensure attention to this.

The annual return of sick and wounded on Army Form A. 33 from station hospitals should be sent in original only to office of the district P.M.O. at home stations, and from these a district return compiled for transmission to the War Office by the G.O.C. with any remarks thereon he may wish to make. The annual report on the health of the troops now furnished on 1st January each year, as part of the G.O.C.'s annual report of his district, might then be abolished as unnecessary.

The Tables 5 and 6, and 6 and 7, in Army Forms A. 32 and A. 33 respectively, regarding sickness and mortality in quinquennial periods of age and service are unreliable as regards strength, never can be relied upon for accuracy, and should be abolished in order to save clerical labour.

In A.F., B. 62, abolish the nominal roll of regimental men employed, substituting only the numbers. Commanding officers of corps have the names of their men temporarily employed; the War Office does not require this.

(Signed) CHAS. D. CUFFE,
P.M.O., S.D. Surgeon-General.

DECENTRALISATION SCHEME.

From the COMMANDANT, Discharge Depot, to the CHIEF STAFF OFFICER, Southern District, Portsmouth.

SIR, Fort Brookhurst,
January 15, 1901.
WITH reference to your memorandum re attached changes approved in consequence of the recommendations of the Decentralisation Committee, 1898, I have the honour to report for your information that the changes therein noted do not materially affect the working of the Discharge Depot, except questions referring to "Discharges, &c., Extra Duty Pay," hitherto referred to the War Office for decision, which would be dealt with more expeditiously by the G.O.C. I do not consider any further extension of decentralisation as regards War Office, as affecting the Discharge Depot, desirable.

I have, &c.
(Signed) H. B. CARDEN, Lieut.-Col.,
Commandant, Discharge Depot.

(11.) LETTER from G.O.C. WOOLWICH DISTRICT.

SIR, Woolwich, 7th March 1901.
I HAVE the honour, in accordance with the instructions of the Adjutant-General in War Office Letter, No. 7968/8803 of the 9th January, to submit the following remarks on the questions therein contained:—

1. I have had a paper prepared (A.) showing the number of documents which have passed through my office during the month of December 1900, in order to compare them with those which passed through my office in the month of December 1897, on which I submitted a paper to Mr. Brodrick's Committee. Broadly, whereas, before that Committee reported, about one in ten of my office papers went to the War Office, now about one in 35 have to be sent up. I have thought it would be interesting to show thus the direct effect on correspondence of the change in method so far as that could be so shown. But the conditions of the two months, three years apart, are obviously so different, that it would be altogether unfair to conclude that because the number of papers have increased rather than diminished that has been in any way due to the change of system. On the contrary, I think I may say absolutely that every change introduced by Mr. Brodrick's Committee has proved advantageous, that it has not in any particular increased the work within my own office, and that the changes must have considerably reduced the amount of work that would have been thrown by my district upon the War Office this year had the changes not been made. There are a few particulars in which I think it is still possible to proceed on the same lines, and these I have suggested on Table "B."

2. On the other hand, I think that the figures show that, as I stated to Mr. Brodrick's Committee, so far as the districts are concerned, all that it is possible to deal with in this way is a relatively small matter. In 1897 I mentioned to the Committee that the number of letters sent by me to the War Office in one month had been 118. In the corresponding month of 1900 they were 196. The increase is due to the continual movements and changes involved in the conditions of the war, and very largely to the great number of embarkations and disembarkations, and to the number of the sick and wounded at the Herbert Hospital who have temporarily to be accommodated at Woolwich, and the special subjects which have come into existence because of the war, such as the allowances to the wives of Reservists.

3. Whereas in December 1897 my office dealt in all with 1,115 papers, in December 1900 it dealt with 6,902. The increase was due to the conditions of the war. An immense increase took place in the number of court-martial, due to the paucity and inexperience of the officers and non-commissioned officers left in England, to the large number of very young soldiers, and to the continual arrival and departure of drafts from all parts of the country. A very large increase in the number of telegrams was due to continual war exigencies.

4. I cannot recall more than one instance during my tenure of command in which the War Office made any

objection to the exercise of my discretion in regard to my district, and I have used it pretty freely on many subjects.

5. My own impression is strongly that what is called the relative centralisation of the work of our Army as compared with other armies is involved in the circumstances of our Empire and Constitution. I cannot see how most of the questions now settled by the War Office could be dealt with locally for the following reasons.

6. If I were in command of a unit, no matter how large—corresponding directly with the War Office, say, in Germany—all my sub-units would remain the same from year's end to year's end. No changes would take place but the following:—Each year on a given day I should receive all my recruits for the year, and on a given day should discharge those that had completed their term of service. I should have to send a few officers individually away to Berlin for staff purposes, and a very few out of my district for special courses. In all other respects the sub-units would be unaffected and, except when they moved off as complete bodies for the purpose of manoeuvre for a given number of weeks, they would be all stationary on the same spot on which they had lived for 30 years or more.

7. But for us, with our world-wide Empire, all the conditions are fixed by the necessity of annual reliefs to India and the Colonies. Regiments, battalions, and batteries are perpetually moving away from Great Britain and returning to it. Independently of the movements of these units, drafts are continually going out and batches of men are coming home. The fact that this last general change takes place involves many movements at home in order to equalise the conditions of service. The fact that ground is very restricted at almost all stations except Aldershot and Salisbury involves the movement of units periodically to Aldershot as the great training centre. The establishment at a limited number of stations such as Woolwich, Aldershot, Okehampton, Hythe, Shoeburyness, Glen Imaal and Lydd of special schools of instruction, where facilities for them exist, involves the movement to and fro of large numbers of officers, non-commissioned officers, and men. Though, as far as possible, all questions that concern two different districts are settled by direct correspondence between them, it is obvious that these changes of personnel often involve matters which can only be determined in a central office. Very often different Governments, such as those of India, of Egypt, of the Cape, and of Canada, are involved in the questions which arise, more especially as to finance, between different units from or to which men have been transferred. Whilst the policy of the War Office, at least since the date of Mr. Brodrick's Committee, has been to cause Districts to correspond directly as far as possible, so that, for instance, we have to deal with the General Officer Commanding the Lines of Communication in South Africa in regard to many complaints of individual men that they have not received the Queen's chocolate, &c., yet it is obvious that these conditions entail an amount of correspondence very different from that of the German Army, and that they necessarily throw on the War Office an amount of work altogether peculiar to our Army.

8. In my opinion, the great cause from which the Districts suffer in regard to correspondence is that, because of the work thus inevitably thrown on the War Office, every man that I know within it is absolutely overworked. I believe as strongly as I possibly can in the importance of the principle enunciated by Mr. Brodrick's Committee (p. IX., General Recommendations I.) that "verbal communications" are, except as a matter of record, infinitely preferable to written. But the difficulty is, that when those with whom alone it is possible definitely to settle a question are overwhelmed with work, it is often impossible and always cruel to endeavour to get the all-important interview that would clear the air. At present the number of heads at the War Office who can settle many questions has been so much reduced that papers get congested to an extent that absolutely blocks progress. I absolutely subscribe to the description so graphically given of this congestion, in his evidence before Mr. Brodrick's Committee, by Sir William Butler, in all respects but this, that it appears to me to be mainly due to the complete inadequacy of the numbers of the Staff to deal with the actual conditions involved in the circumstances of the British Army and Empire. I venture to speak of the War Office as I find it in this respect, because an outsider may perhaps be able to say freely what an unwillingness to complain

may prevent the actual holders of office from pointing out.

9. A fruitful source of correspondence both for the War Office and the Districts is involved by both the public and private inquiries of Members of Parliament as regards individual soldiers. These usually come originally from some one who has not been attended to, because the writer has given a quite inadequate description of himself or of the soldier about whom he is interested. It is often almost impossible to identify the case from the description given, and the cross reference and correspondence involved becomes enormous. I could cite many cases of this kind during the past year that would be comic if they did not involve such a terrible loss of public time. Then, as a rule, in our Army, a man with a good case is fairly dealt with, and it is the man with a bad case who resorts to a Member. The nature of the case does not admit of any change in the previous decision, but the tracing of the whole of the facts involves an immense correspondence.

10. As I do not see how under our Constitution this, except from the self-restraint of Members of Parliament, could be greatly modified, I only submit that it must be taken into account in estimating the necessary clerical staff of the British Army as compared with others. Otherwise the effect is that the most important papers cannot get through to the people who ought to decide them. I can quote cases in which I have gone on pressing matters of the utmost importance for years without succeeding in drawing attention to the necessity, usually because those who could have decided on them had never heard of them.

11. In my judgment, it would be an invaluable thing if the General Officers Commanding Districts could once or twice a month mark a paper in such a way that it was bound to come before the finally deciding authority, whether the Secretary of State or the Army Board; but in such a way that the General Officer Commanding knew that nothing had blocked that paper. In 99 cases out of a 100 the decision of a subordinate officer is quite sufficient, because it only involves some questions of general principle not previously decided.

12. Every now and then questions arise that certainly ought to go through. In most of these, where the special circumstances of a particular district are involved, in my judgment, it would be an invaluable practice if the General Officer Commanding concerned were summoned to attend the Army Board at the time the decision is given. Many questions arise that cannot be anticipated beforehand, and decisions are apt to be given which would not have been arrived at if anyone had been present who knew all the circumstances. Otherwise we perpetually tend to government by gossip. The broad principles involved in the rule that a man and his accusers should be brought face to face and that "les absents ont toujours tort" apply very forcibly in War Office procedure as in other cases. It is only a consistent carrying out of the principles laid down by Mr. Brodrick's Committee for which I ask.

13. The present method of correspondence by which all letters are addressed to the "Under Secretary of State" instead of to the particular department concerned has led to the greatest inconvenience and confusion. As long as the duties of the several departments are clearly defined, it is obvious that after I or my Staff Officer have written a letter, all the contents of which we know well, and all the circumstances of which are familiar to us, we can easily tell to whom it ought to go, and, as nine times out of ten, it involves some subject on which or, on some analogue of which, we have corresponded with the War Office before, we know who the particular officer is who ought to receive it. When, however, this letter with thousands of others reaches the Central Office at the War Office, in order to determine where they must send it, they have to read it over again, an obvious waste of labour, and that perusal must necessarily be cursory. The number of mistakes that rise from this cause is legion. I can easily produce cases before the Committee which will show the result. I have at times had to go to the right office to get a decision reversed which had by some mistake been decided by the wrong one on principles directly in conflict with previous decisions.

14. This centralisation of correspondence, whilst it has made it almost impossible to know where any given paper will go, has certainly not produced any unity between the orders of different departments. I can produce cases in which, sometimes two or three times

in the same week, directly conflicting orders have been received by us. Often in the case of telegraphic orders the conflict between the orders of different departments is so explicit as to make it impossible to comply with both. I attribute this to overwork on the part of the very able officers employed and the want of time for that verbal conference which Mr. Brodrick's Committee so soundly recommended.

I have, &c.

(Signed) J. F. MAURICE, Major-General,
Commanding Woolwich District.

The Secretary,
Committee on War Office Organisation.

A.

CORRESPONDENCE, RETURNS, &c. dealt with in the
OFFICE of the ASSISTANT ADJUTANT-GENERAL,
WOOLWICH, during the Month of December, 1900.

Courts-martial and papers regarding	214
Returns, transfers, discharges, &c.	409
Duty states received	56
Under age and artificer returns	22
Applications for leave and fatigues	111
Details garrison duties	22
Police crimes	63
Requisitions engineer services	7
Telegrams:—	
Telephone received	299
Telephone sent	247
Received from War Office	135
Sent to War Office	110
Received from Arsenal	40
Sent to Arsenal	43
Letters received in Central Registry from War Office	351
Letters received in Central Registry, Local &c.	508
Letters sent through Central Registry to War Office	118
Papers received from War Office and other sources sent out through Pass Book for action	681
	3446

350 of these
were dealt with
by D.A.A.G.

D.A.A.G.

War Office letters received	120
Letters sent to War Office through C.R.	48
Local papers, various embarkations, &c.	410
Routes, claims, &c.	50
Returns, requisitions, &c.	140
Telegrams	350
	1188

In addition to the papers enumerated as passing through "B" office some 15 contracts are entered into yearly, each entailing a considerable amount of work and correspondence, e.g. issue of tenders, letters of acceptance and rejection, notifications to branches concerned, drafts of advertisements, &c., &c.

C.R.E.

Requisitions for repairs, &c.	200
Damages to barracks, &c.	20
Contractors and other Bills	100
Annual Estimates	10
Stores Vouchers	50
Returns rendered	75
Telegraph and telephone messages	150
Transfer documents	25
Routes and railway warrants	20
Requisitions, &c. for clothing	20
Approx. No. of other communications (letters, &c.) received and dealt with by C.R.E.	900
	1570

Letters from War Office	36
Letters to War Office	30 through C. R.
Total letters to War Office	196
Total letters dealt with	6902

B.

LIST of SUBJECTS referred to WAR OFFICE which might be dealt with by GENERAL OFFICER COMMANDING.

Alterations of terms of service (para. 102, Recruiting Regulations) 3 and 9 to 7 and 5.

Discharges. If G.O.C. considers case worthy (only temporary).

Posting horses to Batteries and A.S.C. from Remount Depot. Abolish reference to G.O.C. and communicate direct.

Postings A.S.C. reference to G.O.C. unnecessary. Communicate direct.

Reserve men who enlist for, and are accepted for, Colonial Corps should receive Reserve Pay whilst so employed on the distinct understanding that they are granted leave from Reserve.

Lost or injured equipment, extend limit of money to 50l. in both cases.

(12.) MEMORANDUM by Mr. MATHER, M.P. (a member of the Committee) on his visit to PORTSMOUTH.

Headquarters of Southern District.

February 22 and 23, 1901.

IN the absence of General Sir Baker Russell, G.O.B., K.C.M.G., I was received by Major-General R. M. Stewart, O.B., who, on my arrival at the Headquarters of the Southern District, assembled the following Staff Officers to meet me in conference, viz. :—

Colonel Hon. J. P. Napier, Chief Staff Officer (Discipline, Training, and Personnel);
Colonel M. E. R. Rainsford, O.B., Assistant Adjutant General, for "B" duties;
Lieut.-Colonel S. McM. Maycock (representing Colonel D. A. Scott, C.B., D.S.O., in his absence), Commanding Royal Engineer (Works);
Major D. O. Dean-Pitt (representing Colonel Commanding Royal Artillery, Southern Division);

There also attended—

Chief Paymaster Colonel E. H. Gorges;
Surgeon-General O. McD. Cuffe, C.B., Principal Medical Officer; and
Captain Lane (Company Officer) called in, and a Pay Sergeant.

Decentralisation.

1. As to food, forage, and fuel, it was the unanimous opinion that the General Officer Commanding had ample freedom and powers. Supplies.

The only control, and that is a useful one, is from the Deputy Assistant Adjutant-General (Supplies) at Woolwich, where large reserve stores are kept of articles which may deteriorate by long keeping. Such articles (e.g., preserved meats, &c.), before being purchased by the Districts largely, may be supplied from Woolwich with advantage, as Woolwich must keep a reserve stock for emergencies, and the moving of the stocks through to the Districts prevents unnecessary buying, and keeps the Woolwich chief stores supplied with fresh articles, which by long keeping would become unfit for use.

2. It is strongly felt by the General Officer Commanding and Staff Officers that the Contractors on the lists submitted to them from the War Office ought to be subject to the approval of the General Officer Commanding for all contracts under 2,000l. which he is empowered to make, since the lowest tender has to be accepted; or the General Officer Commanding should have freedom to accept, on his own responsibility, a higher tender from the War Office list if in his opinion it would be more advantageous for the Service. But the list is now much too large, and should be reduced, and only contain the names of firms approved by the General Officer Commanding, in which case the lowest tender could be accepted. Works.

In contracts over 2,000l., the General Officer Commanding could with advantage to the Service act quite as safely as for those below 2,000l., and much delay would be avoided. But if the present system is maintained, the General Officer Commanding and Staff consider that no contracts for Works should be given without his approval, as very bad cases of loss and imperfect work have occurred in consequence of the tenders of local contractors being accepted (as being the lowest), who, though on the list, are known by him not to be worthy of trust for that particular contract.

It is held that the Senior Staff Officer of Engineers, charged under the General Officer Commanding to carry out works, would get better structural work, and have more control over contractors, if the list were reduced to those who could be relied upon to faithfully carry out their contracts. This applies to all contracts below and above 2,000*l*.

No tender for Defence Works contracts should be accepted above the 2,000*l*. limit without the recommendation of the General Officer Commanding, as these works are of supreme importance, and the contractor engaged should have the approval of the General Officer Commanding and his Engineer officers.

Stores.

3. The limit of 50*l*. as regards the local purchase of stores is vexatious, and involves much delay and unnecessary reference to the War Office. The amount of limit should be largely increased, subject to the estimates under that head. The knowledge of the Commanding Royal Engineer, with the approval of the General Officer Commanding, before purchase, affords ample guarantee that the stores will be economically as well as promptly obtained. The supply of many articles required for Works, which may amount to just over the 50*l*. limit, gives rise to many delays and much correspondence with the War Office, where tenders would be asked for by the usual routine in the Contract Department. For instance, stores or heating apparatus found necessary in buildings, which were not originally deemed essential, could not be supplied if costing over 50*l*., but must be ordered by the War Office.

Referring again to Works Contracts, it is held that the hands of the General Officer Commanding, acting through the Commander Royal Engineers, should be strengthened in the direction of giving him power of rejecting bad or inferior materials or workmanship, in order that he may exercise at least such powers as an architect possesses while the work is under construction.

It would greatly facilitate the carrying out of all works, if the unexpended amount of contracts could be by some means held over after the termination of the financial year, for the completion of the contract in the following year.

Another important point. If, upon its being decided to carry out certain works, authority were given for a certain amount to be expended before the Vote was taken, the work could be commenced in the early part of the year, when the building season begins, though the Vote itself had not been formally obtained.

These remarks are made in connection with works provided for in the Estimates, and not works to be carried out under the Loans Account.

Lands hiring
re-letting, en-
croachments, &c.

4. Much correspondence, trouble and delay arise from want of authority for the General Officer Commanding to deal with small questions relating to land, viz., to re-let or hire land, or to take action to protect the property of the War Office from encroachments. Hundreds of cases occur, such as interference with shore rights, erection of fences on War Office property, and other damages. The General Officer Commanding has no power to deal with these matters promptly on his own responsibility. They must all be referred to the War Office. Whereas the General Officer Commanding, acting under legal advice and that of the local estate agent, might settle such matters instantly on the spot. Moreover, the knowledge that he and his officers had the power to do this would prevent most of the cases arising that now give trouble.

The high-class officers on the staff of the General Officer Commanding have all the experience and knowledge to decide and take action without reference to uninformed persons at the War Office, and had they the power, it would prevent a loss of their time in reporting such cases, as they now have to do.

The General Officer Commanding would in all cases take the responsibility of the decision.

Ordnance Stores.

5. On visiting the Ordnance Store Department, under Colonel Turner, at the Gun Wharf, from which shipments are made to foreign stations, I examined the system of store keeping and the system dealing with returns and reports as supplied to the War Office.

This department is practically a sub-depôt of the Woolwich Ordnance Stores. The ordnance officer under Colonel Turner is Captain Roberts, a very experienced man.

The system of receiving, giving out, and despatching stores appears to be extremely well managed, and no difficulties were complained of. But Captain Roberts had serious complaints to make concerning the vexatious procedure connected with the payment for labour: (1)

for overtime of the regular staff of workmen employed, and (2) for the payment of extra labour suddenly required for loading and despatching vessels. These extra payments are called "casualty items," and very elaborate reports have to be prepared for the War Office concerning them. The money to pay the weekly wages of every kind is sent to the Paymaster who furnishes it, and against each payment is set forth whether for regular men or extra men, and overtime against each class of men is clearly stated, viz., the hours worked and amount paid for overtime. Further, a monthly pay list is furnished by the Paymaster containing this information, and the quarterly returns furnished to the War Office summarise payments under the respective heads of ordinary pay, overtime, extra (or "casualty") labour. For all practical purposes of examination and audit nothing beyond these returns can be of the slightest use, but the War Office requires intermediate returns of the "casualty" labour, giving the name of each man employed, the number of hours he was employed, the work he did, the amount he received upon overtime, and upon what job.

This intermediate return requires a large amount of book-keeping, and is very troublesome, and it is strongly held that all such matters ought to be left absolutely in the hands of the chief ordnance officer, the monthly and quarterly returns giving sufficient evidence of the amount of money expended in extra pay for overtime and for "casualty" labour, for the purpose of informing the War Office of the amount spent beyond the ordinary pay of the ordinary staff.

Another point was brought before me, connected with the damage and loss of stores. The Regulations allow a limit of damage of 10*l*., which the General Officer Commanding and his ordnance officers may deal with on the spot without reference to the War Office. It is suggested that the General Officer Commanding might deal with damages to a much larger sum than 10*l*. without reference, as all such damages are always assessed by the General calling a court of inquiry under his chairmanship for the settlement of damages, and such a court might be trusted to decide what action should be taken in the case of damages of much larger amount than 10*l*. The power thus given might result in great advantage to the service. For instance, the other day an amount of clothing to the value of 42*l*. was lost in transit from a station in Ireland to Portsmouth. This case had to be reported to the War Office with all the circumstances connected with it. The loss arose in consequence of the neglect of an officer, who would have been called upon to pay one-half the loss by the General Officer Commanding, but reference to the War Office resulted in the whole amount being allowed; and it is held that the case was not decided upon its merits.

Damage to
of stores.

Complaint was also made that the purchase of Ordnance Stores in a district which is now limited to 10*l*. was insufficient and should be considerably increased without reference to the War Office. Intermediate demands for stores suddenly required in connection with pressing services in the district, or it may be for putting on board vessels going out with troops, &c., must be put forward on the Principal Ordnance Officer, Woolwich, and though hasteners be sent from time to time and Woolwich be not able to supply, the General Officer Commanding has not the power to purchase locally. Instances were given where this restriction operated, and the procedure to obtain what was required resulted in the stores not being got in time for shipment.

Local
Ordnance

6. The Chief Paymaster of the Southern Division, Colonel Gorges, has only been recently appointed after having served in similar capacity in several parts of the Empire. He is a very intelligent officer, and described to me the procedure with which the Committee is already acquainted, as to the manner in which he receives payments monthly by Warrant from the War Office to pay into the local bank for payments to meet expenditure, and the system of payment to the Captain of company on his demand of a lump sum week by week to pay the soldiers, and the pay list rendered to him by the Captain each month to account for the money he has received, and his subsequent examination of that pay list to see that the money is fully accounted for. These accounts and his examination are of course sent to the War Office.

Finance
master is
Audit.

The transfer of soldiers from one district to another involves the keeping of a soldier's account, as he may

Soldier's
Account

be in debt or credit at the time of transfer. Rarely does it happen that a clean sheet exists when a soldier is transferred. A duplicate statement of the man's account is sent to the Paymaster of the new district by the company officer in the district from which the man is transferred. If there is a credit or debtor balance, the Paymaster of the old district adjusts the balance by means of a form with the Paymaster of the new station. This balance is credited or debited to company officers through a form of their company pay lists. The original statement of accounts is sent with the man to his new station, and becomes the voucher for the first charge for pay in his new company. Should any debt not be accepted by the company officer in the new station, he informs the company officer at the old station, and between them they arrive at a settlement, which the respective Paymasters carry out.

I discussed with the chief Paymaster the present system in connection with clothing and the system of compensation connected therewith, which involves a considerable amount of work at the War Office. At my request he has furnished me with a memorandum on this question, which I embody in this report.

"The present system as to issue of CLOTHING COMPENSATION is as follows, as laid down in the CLOTHING REGULATIONS FOR THE ARMY:—

"If in the opinion of the officer commanding a company a time-expired article of clothing is fit for at least three months' further wear, compensation may be drawn in lieu of a new garment.

"This is charged to the public on Army Form H. 1179, and the amount remains in the hands of the company officer to the soldier's credit, to meet any charges that may be made for repairs to clothing or purchase of other articles of clothing or necessaries.

"Any balance due to the soldier on the following anniversary of his enlistment is transferred to the Pay Account.

"Soldiers paid on a pay list or voucher which does not contain a compensation account may be paid in cash at the time the articles are due.

"The present system as to debits on account of clothing is as follows:—

"No soldier is allowed to provide himself with personal clothing by purchase from tradesmen.

"But all articles of clothing or necessaries required are supplied from the public stores at prices which are published biennially, and the amounts are credited to the public on Army Form H. 1181 and charged against the man's compensation on pay account.

"In my opinion, the present system of keeping these accounts could be much simplified and much unnecessary work saved both in local offices and War Office in auditing, if an annual clothing allowance per man, based on the price of the garments to which he is entitled, was authorised, drawn by officers commanding and charged to public on one voucher per regiment or per company, and in the case of debits, if annual demands were made by units for clothing required and the value credited in a similar manner on one voucher.

"(Signed) E. H. GOREZ, Colonel,
U.P., S.D.

"Portsmouth.
"26th February 1901."

The General Officer Commanding and all his staff officers are unanimous in heartily approving of the appointment of a local auditor from the Accountant-General's Department, who should be placed in the district to finally audit and certify all accounts presented to him by the Paymaster, as well as those accounts connected with works which the General Officer Commanding is authorised to deal with.

The chief Paymaster considers this local auditor of the Accountant-General's Department would afford a solution for many difficulties and perplexities and prevent much delay and trouble. He considers such an appointment would enable a continuous audit and check to be conducted which might be relied upon. The auditor would be acquainted with the Accountant-General's rules and methods on all such matters, and would be competent to interpret the King's Regulations when required to avoid mistakes being made. The Paymaster's staff could work on lines arranged

with the local auditor, and the result would be great simplification of procedure, so that a daily check could be kept on items difficult to trace after long periods have elapsed between the event and the remarks made concerning it from the Accountant-General at the War Office, as at present.

In discussion many instances were given of the advantages to the General Officer Commanding and staff of the services of such a local auditor, if a competent man. The Chief Officer of the Ordnance Stores considered that in his department a great deal of labour and loss of time through communicating direct with the War Office would be saved by the presence of the local auditor finally settling his accounts on the spot, and would form a more perfect check than anything done under the present system. The General Officer Commanding considers that the just settlement of claims for expenses and allowances would be perfectly worked out with the assistance of the local auditor, and the requirements of Regulations more perfectly satisfied without reference to the War Office.

As regards works constructed under the direction of the Commanding Royal Engineer, it was held that the local auditor could finally deal with all the accounts which are now forwarded to the War Office for audit and payment, on the certificate of the Commanding Royal Engineer being given to the accounts presented to him, after having been endorsed by the General Officer Commanding.

As there are seven sub-divisions in the Command of the Southern District, the local auditor would have to deal with the accounts from all of these, and not only those at Headquarters. Consequently, a certain staff would be required to perform the work. But the advantages which were suggested by the General Officer Commanding, and his Staff would amply compensate for any expense attending the final settlement of accounts before they left the Headquarters for the War Office. In fact, the suggestion of a local auditor from the Accountant-General's Department, to remain constantly in the district, and to be changed from time to time, seemed to make the impression all round that such an appointment would be one of the most important reforms possible to conceive of,—applying at the right moment, and in the right place, the only financial check of real value, and simplifying the work of all officers and Paymasters, without adding largely to the local clerical staff.

7. I visited the new and old barracks at Portsmouth Barracks. for the purpose of seeing the difference between the accommodation afforded in the one and the other. The new barracks are of great magnitude, and seem to be of perfect equipment for all ranks lodged and maintained there. The order and cleanliness of every part leave nothing to be desired. The recreation rooms are equal to the best working men's clubs; the reading rooms and libraries are well attended. The moral condition of the soldier is said to be far higher than it was a few years ago, and with such barracks and conditions of life there must be a strong influence leading the man to higher tastes in amusements and the employment of spare hours. The complaints we have met with in our investigations concerning the schools for soldiers' children have been entirely removed at Portsmouth, for I saw two schools there—for infants, and for boys and girls up to the limit of school age—which are quite equal to any Board schools that I have ever seen. The only fault I could find was the lack of any manual training department for the boys, and cookery and dress-making department for the girls, which, I should think, for children of soldiers, would be of very great value educationally, as well as in preparing them for future employment.

I had a long interview with Surgeon-General Cuffe, Principal Medical Officer of the Southern District, who expressed his satisfaction with his department, and had no important improvement to suggest.

I append a list of the Returns made to the War Office by the Royal Engineer Office at the Headquarters of the Southern District; also a statement as to the duty of the Royal Engineers; and also a confidential Memorandum specially prepared at my request by the General Officer Commanding, which embodies the subject matters of a long discussion which took place during many hours at the General's house in the evening between him, his Staff, and myself.

ROYAL ENGINEER OFFICE, HEADQUARTERS, SOUTHERN DISTRICT.
List of Returns rendered to the War Office.

No. of A.F.	Description of Return.	Date due.	Sent to
M.S.	Arrival and departure report.	When necessary.	D.A.G. R.E.
B. 140.	Return of officers' leave -	1st each month.	1 to D.A.G. 1 to U.S.S. 1 to Cox & Co.
B. 171.	Return of Recruits raised -	" " "	U.S.S.
M.S.	Qualification Reports issued	" " "	D.A.G.
"	Monthly Report on Brennan Torpedo running.	" " "	U.S.S.
"	Engineer pay, every man up to standard.	1st of Quarter.	D.A.G.
"	Men not qualified swimmers	" "	"
"	Extract from monthly state 1st Hants. R.E. Volunteers.	" "	"
B. 146.	Confidential Report on Warrant and N.C.O.s.	" "	"
N. 1546	Return of expenditure, S.M. stores, vessels, &c.	" "	"
B. 137	Recruiting Return - -	1st of Quarter.	U.S.S.
C. 329	Return of Officers employed.	" "	D.A.G.
G. 930	Report on Inspection Wet Guncotton.	After Inspection.	U.S.S.
G. 931	Report on Inspection Dry Guncotton.	" "	"
M.S.	Application to write S.M. stores off.	1st April.	"
"	Reports on S.M. Reservists	1st July.	"
G. 896	S.M. Stores, Report on Inspection.	31st August.	"
G. 833	S.M. cables, Report on Inspection.	" "	"
K. 2115	Report on state of S.M. personnel and material.	15th September.	"
M.S.	Estimate for S.M. employes	" "	"
"	" " hire of vessels	" "	"
"	" " Civilians -	" "	"
"	" " Probationers, A.R.	" "	"
"	" " repair S.M. vessels.	" "	"
"	" " minor maintenance S.M. vessels.	" "	"
Special Form	" " Instruction Staff.	15th October.	D.A.G.
K. 1334	Time taken lay out practice mines.	1st December.	U.S.S.
M.S.	Return of Officers trained in special duties.	1st January.	"
M.S. & B. 334	Annual Report on Brennan Torpedo Installation.	" "	"
M.S.	Report of Inspection of Assistant Instructor in S.M. for B. Torpedo work.	After Inspection.	"
K. 2408	Annual Report on S.M. practice.	1st January.	"
M.S.	Statement of Stores due from A.O. Department.		
"	Report on condition of alignment marks.		
"	Report on mooring of S.M. vessels.		

Quarterly Confidential Reports, W.O. and N.C.O.s. A.F.B. 146.
Annual Inspection Report on each Fortress and S.M. Company, and Section Coast Battalion. A.F.B. 147-2 - } G.O.C.
Annual Inspection Report on each Militia Division. S.M. R.E. A.F.E. 591 - } G.O.C.
Annual Inspection Report on 1st Hants R.E. Volunteers. A.F.E. 554 - } G.O.C.
Annual Confidential Reports on each R.E. Officer in the District. A.F.B. 194-3 R.E. } G.O.C.

Brennan Returns and Reports.

1. Monthly Report on State of installation and gear.
2. Annual Report of Work done during the Year, with duplicate copy of A.B. 324.
Stores Diagrams.
Results of Tests of telegraph apparatus and dials.
Copies of Dynamometer Scales, and
Copy of Scale of drum turns.
3. Report of Inspection of Assistant Instructor in Submarine Mining for Brennan Torpedo Work.

Submarine Mining.

1. Report on Annual Course, A.O. 1st May 1899.
2. Annual Report on Submarine Mining and Defence Electric Lights. A.F.K. 2408, accompanied by--
Statement of Stores due from A.O.D.
Report on condition of alignment marks.
Report on mooring of S.M. vessels.

SOUTHERN DISTRICT.

Southern Royal Engineer District.

Comprising Hampshire (except Aldershot), Isle of Wight, Dorsetshire, and Wiltshire (except Salisbury).

The duties of the Royal Engineers in a Military District are carried out as follows, viz :—

A senior officer of the Royal Engineers is appointed to the Staff of the General Officer Commanding the district as Colonel on the staff and District Engineer. This officer is responsible for the administration and execution of all Royal Engineer Services, and to assist him in carrying out his duties, other Royal Engineer Officers, sub-district Commanding Royal Engineers, are appointed to the several areas into which the Military District is divided and which are known as sub-districts, these areas are again sub-divided into divisions likewise officered by Royal Engineers. The officers in command of sub-districts are usually Lieutenant-Colonels who are assisted by junior officers in charge of such divisions as may be comprised in the sub-district. The subordinate staff consists of Warrant and Non-Commissioned Officers of Royal Engineers, who are employed as Military Foremen of Works, Mechanists, Clerks and Draughtsmen.

Civil Officers known as surveyors (and holding relative Army rank) are also appointed to the sub-districts under the Commanding Royal Engineer, and, where required, Civilians are employed temporarily as Clerks of Works, Foremen of Works, Clerks, &c.

In the Southern Military District there are three companies of Royal Engineers, two of which are Submarine Mining Companies and one a fortress Company, with a section of the Coast Battalion whose officers, except in the case of the Submarine Miners, are employed on the duties of Division Officers in addition to their regimental duties.

The duties of the Royal Engineers comprise the following, viz :—

Preparing plans, specifications and carrying into execution by contract or otherwise, the erection and maintenance of fortification works, barracks, hospitals, rifle ranges, ordnance buildings, military camps, submarine mining establishments, Brennan torpedo installations, military electric light installations, steam and hydraulic machinery, submarine defences, search-lights, military roads, sea walls, practice batteries for militia and volunteer artillery, &c.; the working of military telegraphs and communications, surveys of defence positions, navigation of submarine mining steamers and boats; the training of officers of Royal Engineers in submarine mining at the Royal Engineer School of Instruction, Gosport; the acquisition of lands for military purposes. The letting of War Department lands, farms, public houses, private dwelling-houses and the adjustment of tithes, rates and taxes are in charge of the Royal Engineers with the assistance of an estate agent for all the district except Weymouth.

The designs, estimates, correspondence and transactions in connection with lands, works and buildings in this, the largest Engineer District in the United Kingdom, are very numerous and entail on the Royal Engineer Staff a considerable amount of work and great responsibility.

The area of War Department land (not absorbed by sites of forts, barracks and other Military works) and let to farmers, and others, subject to resumption for Military purposes when required, is about 5,537 acres at an annual rent of about 6,720*l*. (This includes about 500 acres of leasehold property.) There are between 200 and 300 separate lettings within the district.

The mode of procedure as regards the execution of works over 400*l*. is as follows, viz. :—

A Board of Officers consisting generally of a field officer as President, an officer of the Royal Engineers and Army Service Corps, and an officer of the Army Medical Corps as members, is convened to report upon the site selected by the Commanding Royal Engineer of the sub-district. Their report is submitted for the remarks of the District Engineer, and subsequently for those of the General Officer Commanding, and when the site is finally approved by the War Office, steps are taken by the Commanding Royal Engineer of the sub-district to prepare, with the staff at his disposal, the necessary plans and estimates, which are then forwarded to the District Engineer for his approval and that of the General Officer Commanding and submission to the War Office, and on the return of the documents from the War Office, if no exception be taken to the scheme, the necessary specification and bills of quantities are prepared and tenders called for from the War Department contractors whose names are on the War Office approved list. If the estimated amount of the work does not exceed 2,000*l*., the tender is accepted locally by the General Officer Commanding. If, however, the estimate for the work exceeds 2,000*l*., arrangements are made for the tender to be accepted at the War Office.

The principal works now in course of execution in this district are as follows, viz. :—

Southsea Castle—Reconstruction of East Battery.
Browdown Battery—Revision of.
Stokes Bay Lines—Reconstruction of No. 2 Battery.
Blacknor Point Battery.
Upton Battery.
Winchester Barracks—Rebuilding.
Netley—Branch line of railway.
Parkhurst Barracks—Reconstruction.

The maintenance and repairs of works, buildings, &c., are carried out by contractors, whose contracts run for three years consecutively. These contracts are based on a Schedule of Prices for day work and materials.

(Signed) D. A. SCOTT,
Colonel.

(b.) MEMORANDUM BY MAJOR-GENERAL SWAINE ON OVERLAPPING OF INSPECTOR-GENERAL OF FORTIFICATIONS AND QUARTERMASTER-GENERAL'S DEPARTMENTS.

Experience goes to show that there are two Departments at the War Office which find a difficulty in combining their action when combination is absolutely necessary to avoid confusion in administration. These are—

The Quartermaster-General's Department.
The Inspector General of Fortifications' Department.

The cases in which these two Departments meet are those in which the expenditure of money for Engineer Services is contingent on—

- (a.) Re-appropriation schemes.
- (b.) The hiring of buildings or land for military purposes for periods under 21 years.

(a) *Re-appropriation Schemes.*

Nearly every re-appropriation scheme involves more or less Engineer expense, and when these are small enough to come under the discretion at present allowed to General Officers Commanding, and the Engineer charges can be met locally, there is no difficulty in the combination of the two Departments in such a small organisation as that of a District Headquarters Office.

When, however, reference to the War Office becomes necessary, either on account of the magnitude of the charge, or the absence of local funds to carry it out, or both, the difficulty begins to be felt. The scheme then has to be submitted on an Army Form (K. 1318) by the officer on my Staff administering "B" Branch, i.e., my Quartermaster-General, accompanied by a

statement of the Engineer expense involved. Here combination of Q.M.G. and I.G.F. becomes necessary, and this joint action does not appear to be provided for with certainty.

Example 1.

A re-appropriation of Seaforth Royal Artillery Depot Barracks became necessary under a scheme to provide a Field Artillery Depot in addition to the present Garrison Artillery Depot.

A proposal was submitted by me, and an allotment made to carry out part of it.

The scheme for the Field Artillery Depot was then withdrawn, and it became necessary to assemble a board to consider how much of the former proposal should stand under the temporary occupation only by Field Artillery.

On 27th February 1901 I forwarded the proposals of the Board to the W.O.

On 15th March following I wrote that the lateness of the time of year prevented any expenditure before 31st March, and asked for re-provision next year.

On 19th March the I.G.F. asked whether the Service had been completed.

Evidently my letter of 15th March could not have reached the I.G.F.'s Department when letter of 19th March was despatched.

Example 2.

A caretaker was wanted for a new range at Warwick now under construction.

I wrote to War Office for authority to build the necessary cottage for caretaker, as this involved constant salary of a caretaker.

War Office replied, after a reminder, that a caretaker should be appointed, and gave directions as to how he was to be obtained and paid, &c. This letter was signed by an officer of the Adjutant-General's Department.

A few days after the I.G.F. wrote to ask for a copy of my letter, as it could not be traced.

Example 3.

A re-appropriation and reconstruction of the old Depot Barracks at Chester became necessary. The Engineer Services in connection therewith were extensive.

A proposal on Army Form K. 1313 went forward, and plans of proposed alterations.

The I.G.F. replied suggesting alterations. I defended my scheme generally, and suggested one or two minor alterations to meet objections.

The I.G.F. suggested further modifications, illustrated by drawings.

I replied, stating my objections to the modifications, but expressing my readiness, if directed, to carry them out as desired.

The I.G.F. then wrote to give discretion to carry out as thought best.

Of the 1,000*l*. allotted it was too late to spend more than 500*l*. during present financial year, as the contract had to be submitted to the W.O., and the correspondence had taken so much time.

Example 4.

A store at Chester Barracks was to be converted into a barrack-room, and the usual form, with illustrative sketch, was forwarded to the W.O.

Objections came back dealing almost entirely with constructional questions, such as the position of windows and ventilators, &c. This letter was signed by an officer in Q.M.G.'s Department.

(b.) *Hiring of Buildings or Land.*

There has been for years past a regulation, not easy to understand, that hirings under 21 years are to be carried out by the Q.M.G.'s Department, while those over 21 years are carried out by the I.G.F.'s Department.

In cases under 21 years, as there is mostly some Engineer expense involved, the combination of two Departments again occurs, with the risk of their acting at cross purposes or without combination.

(Signed) L. V. SWAINE,
Chester, Major-General.
21st March 1901.

(c.) MEMORANDUM BY MAJOR-GENERAL SWAINE ON REORGANISATION OF ADJUTANT-GENERAL'S DEPARTMENT.

When I wrote my report to the Secretary of the War Office Reorganisation Committee on the 31st of last December, I had no knowledge of the new scheme explained by the Secretary of State when introducing the Army Estimates. Nor did I gather from that explanation that the six Army Corps might be made self contained (if I may use that expression). This together with a question asked me by a member of the Committee at my recent examination before that Committee, namely, whether I was in favour of retaining the Adjutant-General at the War Office, if his powers were reduced, requires a further explanation from me.

Were it intended to retain the District Commands as they are to-day, or if Army Corps Commanders are not to be placed in the same independent position as those are in the German Army, then I would adhere to what I stated in my report of the 31st December 1900.

If Army Corps Commanders are, however, to be given a free hand and receive similar powers to those in the German Army, then I am of opinion that a section should exist at the War Office similar to that in the German War Office, called "Armee-Abtheilung," with the sub-sections for "Infantry," "Cavalry," and so forth; and this section could be presided over by the Adjutant-General. But it must only be a section for administrative duties and have no command. Discipline would fall away from the new Adjutant-General, and be vested in Army Corps Commanders, and the Military Secretary would be placed in the position of the Chief of the Commander-in-Chief's Military Cabinet as it is in Germany.

L. V. SWAINE, Major-General,
Chester, Commanding N.W. District.
March 15th, 1901.

(d.) FURTHER SUGGESTIONS BY SIR WILLIAM BUTLER AND MEMBERS OF THE STAFF ON DECENTRALISATION.

G.O.C.s to be authorised to sanction all necessary expenditure of money and stores up to, but not exceeding, a certain lump sum granted annually to each district for the financial year.

No special reports of such expenditure to be made to the War Office, excepting when the expenditure is likely to be continuous for a period exceeding 12 months. The authority of the G.O.C. will always appear in the cash accounts, which are transmitted to the War Office monthly by the Pay Department. Monthly casualty returns for departments, returns of special services and purchases, &c., might be discontinued as the information given in these returns already appears in the pay list or cash.

Abolish or simplify the estimates of expenditure now prepared in districts at home.

The numbers estimated for to be paid, rationed, foraged, &c., are, as a rule, quite unreliable as data for the ensuing year's expenditure. The total expenditure in the district during the year ending, say, the 30th September, by votes, might be taken as a basis of the estimate, and an explanation given to account for any probable increase or decrease next year.

Under the existing system, the clerical staff in the various administrative offices are for weeks employed in the preparation of estimates which, when completed, are for the most part absolutely valueless.*

Centralise responsibility for training and efficiency of all Militia, Volunteer, and Yeomanry units in each regimental district area in the Colonel Commanding the regimental districts.

At present this officer is responsible only for the Infantry and not for the R.A., R.E., and Yeomanry units.

Put all contracts whatsoever up to competition by public advertisement.

This is not now the case as regards R.E. and many other services.

If a local audit of cash, store, and supply accounts by travelling War Office Inspectors could be made, it would no longer be necessary to prepare and transmit to the War Office duplicates of the cash and store ledgers, as at present, and clerical labour would be enormously reduced.

* Army Form, M. 1441, is that upon which this valueless information collected.

In civil life, banks and other large business firms with numerous branches would hardly expect their branch managers to forward monthly duplicates of the ledgers, with all vouchers for moneys paid or received during the month, to headquarters.

Canteens should be run entirely on the tenant system, and all regimental canteen accounts thereby abolished.

This has been carried out in the Western District for some time past, with the result that, whilst retail prices have been greatly reduced and quality improved, some 10,000*l.* a year (equal to nearly 3*s.* a man a month) has been received by units to be expended for the soldier's benefit. Not a single N.C.O. or soldier is, at the present moment, employed in any of the canteens of the Western District.

Simplify clothing accounts by granting the soldier a monthly, quarterly, or annual allowance to maintain his kit. Any balance unspent at the end of the fixed period to be credited to the individual concerned.

If articles of clothing and necessities could be kept in Ordnance depôts and issued to units on repayment as required, it would become unnecessary for a unit to carry from station to station any article except the clothing and badges peculiar to the unit.

Decentralise work at Woolwich by contracting for the delivery of camp, barrack, and other equipment, direct from the manufactory to Ordnance and other depôts in the various districts, where the stores would, after being compared with the samples, be finally accepted.

Each article to be marked with the name of the contractor, the station where passed, and the year of receipt, in order that responsibility might be fixed on the inspecting officer, should the quality of any of the stores be afterwards found to be inferior to the sample.

Such a system would save the cost of transport to and from, and storage at, Woolwich, as well as reduce the clerical labour now used in preparing vouchers for the receipt and issue of stores between Woolwich and the districts.

Compulsory powers should be obtained for troops to use common lands for camping, drill, or manoeuvre ground or for ranges, the War Department paying compensation only for any damage or injury proved by the aggrieved party to have been actually caused by the troops.

At present the acquisition of a camp or drill ground to be used for a few weeks annually often takes years of correspondence to arrange, compensation being claimed, as at Okehampton, for interference by the artillery practice with the children of the parish picking blackberries on Dartmoor.

W. F. BUTLER,
15th March 1901. Lieutenant-General.

ENGINEER DEMANDS ON ORDNANCE DEPARTMENT.

D.E.W.D.

With reference to the meeting in the General Officer Commanding's Office yesterday, I would suggest that attention be called to the somewhat cumbersome procedure laid down in paragraph 932, Regulations for Engineer Services, 1900.

When stores are specially required by the Royal Engineer Department, as is frequently the case, why could not the requisition be sent direct to the Army Ordnance Department and dealt with on its merits locally, under the approval of the General Officer Commanding the district, through the Chief Ordnance Officer, without reference to the War Office?

This would save a lot of paper work at present gone through, without any apparent necessity, except to put the authority for the supply of stores in the hands of the War Office officials.

(Signed) E. E. MARKWICK, Colonel,
Devonport, Chief Ordnance Officer,
12th March 1901. Western District.

NOTES.

1. *Contracts*.—G.O.C. can deal with contracts for works not exceeding 2,000*l.* (paragraph 518 Regulations for Engineers' Services); why only 2,000*l.*? Why not all contracts up to 5,000*l.* (paragraph 512 Regulations for Engineers' Services) irrespective of value of work?

2. *Execution of Works.*—Once a work is fairly started why demand such innumerable returns showing progress, past and probable? Who reads them? In the Military Works Loan, returns are still sent in for works long completed, simply so that somebody or other at the War Office may have all the expenditure in a certain branch of the loan ready for one comprehensive view; this involves much clerical work and night work, for no one can get all this work done by day, *vide* list of useless returns accompanying. I think returns might be dropped a great deal, and War Office inspections established.

3. *Control of Expenditure.*—It would save much trouble to abolish Parts II. and III., and to have the simple division between Part I. services (over 1,000l.) and minor services. Maintenance services may be Part I. or minor; it is unnecessary to distinguish them, but every G.O.C. should be responsible that he fully maintains all barracks, fortifications, &c., and expends only the balance in new services.

ROYAL ENGINEER RETURNS.

Proposed for abolition:—

1. Forecast of progress Military Works Loan.
2. Monthly Military Works Loan progress reports.
3. Monthly report on Brennan Factory.
4. Military Works Loan financial report.

ORDNANCE.

Returns to War Office which may be done away with.

A.F.C. 300.—Monthly Casualty Return of A.O.D.

M.S.—Copy of Departmental and General Orders (local) during previous month affecting the department.

G. 1023.—Stores issued on deposit or loan.

G. 813.—S.A. and M.G. ammunition in store half-yearly, not wanted in view of the annual returns.

E. E. M.
C.O.O.

NOTES BY COLONEL RICHARDSON, C.B., A.A.G. (B) WESTERN DISTRICT, ON DECENTRALISATION.

It is suggested that public competition be resorted to for all War Department purchases and services; that the prices of all accepted Tenders be no longer considered as confidential; that work at Pimlico and Woolwich be decentralised by arranging for the delivery of clothing and stores direct from manufactories to depôts in districts at home; that all accounts be audited on the spot by Treasury or War Office Travelling Inspectors who should, when considered necessary, make surprise visits to Accountants; that the present intricate system of clothing accounts be replaced by one under which a periodical allowance will be issued to the soldier to cover the cost of the upkeep of his clothing; that the pay and allowances of the officer, and if possible of the soldier, be consolidated; that no accounts or returns be rendered in duplicate; that the system of accounts which will be adopted in war time for pay, clothing, equipment, and supplies be constantly practised during peace; that the present intricate system of paying troops be changed to one which will be workable on service; that the regimental canteen system be abolished, and a district tenant system be substituted; that estimates required from districts be much simplified; that the numerous periodical returns and accounts rendered to the War Office by districts be simplified and, where practicable, reduced or abolished altogether—under no circumstances should an account or return forwarded to the War Office repeat the information already given in another return; that General Officers Commanding Districts be given a free hand to authorise any expenditure of money or stores they consider absolutely necessary, even though not strictly authorised by regulations, and that no further report than the General Officer Commanding's authority, attached to the cash or issue voucher, be required unless the amount authorised, or value of stores issued, exceeds 100l., or unless the issue of money or stores will extend beyond the current financial year.

- (e.) FURTHER MEMORANDA, FORWARDED BY GENERAL H.R.H. THE DUKE OF CONNAUGHT ON QUESTIONS OF LAND AND WORKS.

Land Agent for Ireland.

Royal Hospital, Kilmainham,
Dublin, 15th March 1901.

SIR,

I ATTACH a copy of the Memorandum which I wrote on this subject, and which your Royal Highness forwarded with a covering letter on the 8th January 1901.

The War Office reply was to the effect that further information was necessary as to the saving in time and money that might be effected, and asked that the negotiations as applied to the acquisition of Bere Island should be put forward as an example as to what part a W.D. land agent would have taken in the transactions.

I replied that this investigation would be a tedious operation, and that it would take some time to get at the information, and meantime I recommended that a Treasury or War Office official should visit my office and inspect the correspondence which has taken place, not only on Bere Island acquisition, but on a dozen of other cases of acquisition of land.

And I suggested that the necessity for a War Department Agent would be at once apparent.

I trust this course may be advocated by your Royal Highness.

I may add that the very fact of the acquisition of Bere Island taking seven years to accomplish shows in itself the necessity for an expert who would be altogether in charge of the many and various questions that arise in the negotiations for land in Ireland.

The information referred to as to Bere Island is now ready in office, but is waiting for the opinion of the Chief Crown Solicitor, without which the Treasury appear to accept nothing.

I have, &c.
(Signed) CHAS. F. C. BERESFORD.

Proposal to appoint a W.D. Land Agent for Ireland.

Royal Hospital,
Kilmainham, Dublin.

The purchase, sale, hiring, letting, and general management of land for W.D. purposes in Ireland is a matter which requires reorganisation.

The purchase is a process of extreme difficulty, and owing to the dual ownership and other causes, cannot be compared to transactions of a similar character in England.

The Chief Crown Solicitor, acting under instructions from the Chief Engineer, deals with all the negotiations and other business matters connected with W.D. land, and in all cases affecting the value the opinion of the Commissioner of Valuation is required.

The procedure for the acquisition of land is of the most tedious description, involving reference to the Ordnance Survey, valuers, landlords, agents, tenants, local solicitor and many others, and the work connected with this is a heavy addition to the Chief Crown Solicitor's other duties.

Local inquiries and negotiations, under the advice of the Chief Crown Solicitor, are frequently carried out by R.E. Officers of Districts; these officers are often inexperienced in the customs of the country and character of the people, so that delays and misunderstandings may be occasioned from this cause alone.

The constant change of R.E. officers renders it very difficult to carry on land transactions in a connected manner; points are lost sight of and circumstances essential to a case forgotten which a permanent officer would always have at his finger's ends.

The necessity for a permanent Land Agent is, to my mind, obvious.

His duties would be:—The charge of all land questions under the direction of the Chief Engineer, and subject to the advice of the Chief Crown Solicitor.

He would assist the Chief Crown Solicitor in the work connected with local inquiries, interviewing agents and tenants, and carrying on negotiations on the spot.

Valuations, however, would be made independently as at present.

He would also relieve the C.R.E.'s of Districts of many of their present responsibilities in land transactions.

Major Alexander, of the 4th Royal Iniskilling Fusiliers, a Land Agent of great experience, has been for some weeks assisting me as Acting Engineer during the absence of the D.A.A.G., R.E., and I have employed him as suggested above.

I have found his experience and advice of great value, and would recommend him for the position of War Department Agent if this was approved.

Major Alexander could not be expected to throw up his present private work as Land Agent, unless a high salary was offered to him, but he would be prepared to carry out the W.D. work in addition to his own at a salary of 500*l.* per annum.

His attendance for about two or three days per week at the office of the Chief Engineer would be sufficient for the purpose of taking instructions and reporting progress; all the local work he could best arrange for in his own office.

I recommend this appointment to be made on the return of the D.A.A.G., R.E., to duty at the Royal Hospital.

(Signed) CHAS. F. C. BERESFORD.

Decentralisation of Works.

Any process of decentralising which deals only with matters of minor importance merely touches the fringe of the question, and does not give any real or permanent relief.

A radical change in the basis of the system is wanted, which would fix responsibility, and give to the G.O.C.s of districts absolute control over all expenditure under Part III., Barrack Annual Estimates, and up to a limit of 100*l.* per item under Part II., with the necessity of reference to the War Office on the subject of plans, estimates, or other details.

War Office supervision could be effected by periodical inspection.

One inspection to check the amounts asked for by the General.

A second inspection to report on the manner in which the funds granted had been expended.

The responsible officers to stand or fall by the results.

General officers being specially selected are surely capable of such a trust.

District Engineers, being officers of long service and experience, should be considered perfectly competent to deal with the expenditure and details without reference to the War Office.

If not, they are not fit for their position.

In Ireland I would go further, and establish in Dublin a branch of the War Office which would control independently the funds allotted for all barrack construction and maintenance, subject only (so far as the War Office was concerned) to the personal inspection and supervision of the Inspector-General of Fortifications.

Fortification Works, being part of Imperial Defence, must remain centralised in London, but the control of details should be conducted by inspection rather than by correspondence.

(Signed) CHAS. F. C. BERESFORD,
8th March 1901. Colonel, C.E.I.

Under the present system constant references as to increase of pay are made between the applicants, the Engineer Officers, the G.O.C., the Chief Engineer, Ireland, and the War Office.

When I commanded the 2nd Division Telegraph Battalion on Post Office work, I had (as a Major) complete control over the rates of *working* pay for both military and civilian subordinates.

I knew the value of each man, and I raised or lowered his pay accordingly without further reference.

The system worked well.

12th March 1901. CHAS. F. C. BERESFORD,
Colonel, C.E.I.

(f.) LIST OF STORES FURNISHED BY THE CHIEF ORDNANCE OFFICER IN IRELAND THAT, IN HIS OPINION, MIGHT WITH ADVANTAGE BE MADE IN ORDNANCE WORKSHOPS.

With reference to answer to Question 8,802.

Average Annual Issues, Dublin.	Article.	Supplied now by
Nil	Bedsteads (F. S.), boards, and trestles.	Local purchase.
Nil	Bars, cooking - - -	Woolwich.
626	Pickets, high wire entanglements	ditto.
47	Models, pins, iron tracing -	ditto.
250	Ties, lineb-pin, and pole chain -	ditto.
2	Targets, floating artillery; floats, casks - - -	ditto.
One in two years.		
6	Targets, dummy signalling discs; poles - - -	ditto.
28	lines, bracing - - -	ditto.
Nil	Plant, railway, old; keys, wooden	ditto.
8	Boxes, salt - - -	ditto.
13	" brush - - -	ditto.
6	Boards, notice - - -	ditto.
Nil	" pastry - - -	ditto.
17	Boards, knife - - -	ditto.
1,205	" inventory - - -	ditto.
41	Diet, scale (boards) - - -	ditto.
47	Tables, bedside - - -	ditto.
7	" cell - - -	ditto.
1	Stands, lead cutting - - -	ditto.
15	Trays, bed - - -	ditto.
3	Steamers, potato - - -	ditto.
5	Strainers, gravy - - -	ditto.
2	Scoops, flour - - -	ditto.
15	Funnels, tin (all sizes) - -	ditto.
4	Handles, bowl - - -	ditto.
4	Stands, wash-hand, frames -	ditto.
5	Stools, night, frames - - -	ditto.
2	Ladders, step - - -	Local Purchase.
Nil	" lowering - - -	ditto.
Nil	Boards, lowering - - -	ditto.
30	" bakery, carrying - - -	Woolwich.
54	" chopping - - -	ditto.
11	Musquets, wooden - - -	ditto.
2	Bags, letter, leather - - -	ditto.

Payments of Subordinates.—The rates of pay having once been fixed, i.e., maximum and minimum rates, the actual rating for each individual should be left absolutely to the discretion of the G.O.C.

E. G. SKINNER,
Col., C.O.O. in Ireland.
Royal Hospital, Dublin,
27th March, 1901.

WAR OFFICE ORGANISATION.

MINUTES OF EVIDENCE

TAKEN BEFORE THE

COMMITTEE

APPOINTED TO INQUIRE INTO

WAR OFFICE ORGANISATION,

TOGETHER WITH

APPENDICES, DIGEST, AND INDEX.

Presented to Parliament by Command of His Majesty.



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1901.

YEOMANRY CAVALRY TRAINING

RETURN, 1900.

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STATE OF CORPS OF YEOMANRY CAVALRY

Brigade Organization.		CORPS.	PRESENT AT TRAINING.										ABSENT FROM TRAINING.															
			Per- manent Staff.		Non-Com. Officers and Men.						With Leave.							Without Leave.										
			Officers.	Adjutant.	Serjeants.	Serjeants.	Trumpeters.	Corporals.	Privates.	Total all Ranks.	Officers.	Adjutant.	Serjeants.	Non-Com. Officers and Men.					Total all Ranks.	Officers.	Adjutant.	Serjeants.	Non-Com. Officers and Men.					Total all Ranks.
														Serjeants.	Trumpeters.	Corporals.	Privates.	Serjeants.					Trumpeters.	Corporals.	Privates.			
1st Yeomanry Brigade ...	Berks ...	12	1	2	10	4	9	120	158	2	-	-	4	-	4	61	71	-	-	-	-	-	1	21	23			
	Middlesex ...	11	-	3	11	4	9	107	145	5	-	-	4	-	1	34	44	-	-	-	-	-	1	13	15			
2nd do. do. ...	Buckinghamshire ...	15	-	4	23	4	16	249	311	-	-	-	2	-	2	30	34	-	-	-	-	1	-	7	9			
	Oxfordshire ...	8	-	2	15	3	11	113	152	1	-	-	1	-	-	6	8	-	-	-	-	-	1	3	6			
3rd do. do. ...	Royal Wiltshire ...	18	1	2	27	6	15	279	348	-	-	-	2	-	2	20	24	-	-	-	-	-	-	3	6			
	Gloucestershire ...	18	-	4	32	6	20	226	305	1	-	-	7	-	5	58	71	-	-	-	-	-	-	3	6			
4th do. do. ...	North Somerset ...	14	1	3	27	5	17	169	238	5	-	-	2	-	3	16	26	-	-	-	-	-	-	5	10			
	West Somerset ...	9	-	4	19	2	15	133	182	2	-	-	3	-	4	12	21	-	-	-	2	2	-	15	19			
5th do. do. ...	Shropshire ...	15	1	5	24	2	20	209	276	4	-	-	2	6	3	34	49	-	-	-	-	-	-	-	9			
	Worcestershire ...	11	-	4	26	2	15	209	260	-	-	1	3	-	5	13	22	-	-	-	-	-	1	5	8			
6th do. do. ...	Leicestershire ...	15	1	5	22	2	14	192	251	2	-	-	2	5	3	40	52	-	-	-	-	2	2	28	32			
	Derbyshire ...	7	-	3	15	1	9	132	167	1	-	-	-	-	2	6	9	-	-	-	-	1	15	17				
7th do. do. ...	Herts ...	9	1	2	15	1	11	86	155	1	-	-	1	3	1	23	34	-	-	-	-	-	-	-	4			
	Suffolk ...	6	-	3	11	4	8	109	141	2	-	-	2	-	2	21	27	-	-	-	-	-	-	-	5			
8th do. do. ...	Warwickshire ...	16	1	3	30	5	18	176	249	3	-	1	2	1	-	15	22	-	-	-	-	-	1	-	4			
	Staffordshire ...	13	-	5	26	8	21	217	290	3	-	-	2	-	-	26	31	-	-	-	-	-	-	7	10			
9th do. do. ...	Cheshire ...	14	1	5	25	6	20	191	262	4	-	-	6	-	2	47	59	1	-	-	-	-	10	15	25			
	Lancashire Hussars ...	14	-	4	20	3	18	210	292	4	-	-	-	-	1	-	5	-	-	-	-	-	-	-	10			
11th do. do. ...	Ayrshire ...	16	1	3	27	1	7	204	259	-	-	-	3	-	6	44	53	-	-	-	-	-	2	5	9			
	Lanarkshire ...	9	-	2	13	-	8	107	142	3	-	-	6	1	3	35	46	-	-	-	-	-	-	-	10			
12th do. do. ...	Lanarkshire (Queen's Own Royal Glasgow)	8	-	1	9	4	9	78	109	1	-	-	4	-	-	62	67	-	-	-	-	-	-	-	10			
	Northumberland ...	13	1	3	22	5	12	132	183	1	-	-	5	-	6	50	62	-	-	-	-	-	-	-	10			
13th do. do. ...	Lothians and Berwick- shire	5	-	2	13	4	9	93	126	3	-	-	-	-	-	17	20	-	-	-	-	-	-	-	10			
	Yorkshire Hussars ...	18	1	5	28	8	24	276	360	3	-	-	4	-	-	16	23	-	-	-	-	-	-	9	12			
14th do. do. ...	Yorkshire Dragoons ...	17	-	5	32	8	24	333	419	2	-	-	-	-	-	20	22	-	-	-	-	-	-	-	10			
	Duke of Lancaster's Own ...	19	1	4	27	5	22	321	392	-	-	-	-	-	2	23	26	-	-	-	-	-	-	-	10			
15th do. do. ...	Westmoreland and Cum- berland	5	-	4	22	3	13	147	194	4	-	-	4	-	4	13	25	-	-	-	-	-	1	4	9			
	Denbighshire ...	6	1	1	13	1	9	71	102	1	-	-	2	-	2	55	60	-	-	-	-	-	-	20	26			
17th do. do. ...	Montgomeryshire ...	11	-	3	20	6	9	171	223	-	-	-	1	-	-	32	33	-	-	-	-	-	1	3	7			
	Nottinghamshire (Sher- wood Rangers)	11	1	3	16	4	11	170	226	-	-	-	1	-	1	17	19	-	-	-	-	-	-	3	6			
Portsmouth Brigade ...	Southern Nottinghamshire	18	-	4	28	4	24	283	361	1	-	-	2	-	-	12	15	-	-	-	-	-	-	-	10			
	Hampshire ...	12	1	2	13	4	10	106	148	2	-	-	1	-	1	14	18	-	-	-	-	-	-	1	4			
Devon Brigade ...	Dorset ...	11	-	2	19	1	12	123	163	3	-	-	3	-	-	23	29	-	-	-	-	-	-	1	4			
	Royal 1st Devon ...	16	1	4	17	6	15	201	260	2	-	-	2	-	2	26	32	-	-	-	-	-	-	3	8			
Kent Brigade ...	Royal North Devon ...	11	-	4	17	8	9	232	281	2	-	-	4	-	2	39	47	-	-	-	-	-	-	5	12			
	Royal East Kent ...	11	1	3	16	2	12	125	170	1	-	-	-	-	-	37	38	-	-	-	-	-	-	2	5			
—	West Kent ...	12	-	2	10	2	7	129	163	2	-	-	3	-	3	15	23	-	-	-	-	-	-	2	5			
	Pembroke ...	7	1	3	11	4	11	156	193	2	-	-	3	-	-	9	14	-	-	-	-	-	-	-	5			
TOTAL ...		462	18	123	753	151	523	6,627	8,657	73	-	2	93	16	72	1,026	1,282	1	-	-	2	3	9	193	215			

WAR OFFICE,
February, 1901.

* Exclusive

BRITAIN AT ANNUAL INSPECTION OF 1900.

TOTAL ENROLLED.						ESTABLISHMENT.						WANTING TO COMPLETE.						SUPERNUMERARY.						HORSES.									
Non-Com. Officers and Men.						Non-Com. Officers and Privates.						Non-Com. Officers and Privates.						Non-Com. Officers and Privates.															
Sergeants.	Sergeants.	Trumpeters.	Corporals.	Privates.	Total Enrolled, all Ranks.	Officers.	Adjutant.	Sergeants.	Sergeants.	Trumpeters.	Corporals.	Privates.	Total all Ranks.	Officers.	Adjutant.	Sergeants.	Sergeants.	Trumpeters.	Corporals.	Privates.	Total all Ranks.	Officers.	Adjutant.	Sergeants.	Sergeants.	Trumpeters.	Corporals.	Privates.	Total all Ranks.	Own.	Relatives or Friends.	Hired.	Total.
2	14	4	14	202	251	14	1	3	17	4	12	168	219	-	-	1	3	-	-	-	4	-	-	-	-	-	2	34	36	50	20	59	129
3	15	4	11	154	203	14	-	3	17	4	12	168	218	-	-	-	2	-	1	14	17	2	-	-	-	-	-	2	102	3	37	142	
4	25	5	18	286	353	24	1	5	33	8	24	336	431	9	1	1	8	8	6	50	78	-	-	-	-	-	-	-	161	60	60	281	
2	16	3	12	122	164	14	-	3	17	4	12	168	218	5	-	1	1	1	-	46	54	-	-	-	-	-	-	-	100	14	35	149	
2	29	6	17	302	375	19	1	4	25	6	18	252	325	1	-	2	-	-	1	-	4	-	-	4	-	-	50	54	179	-	92	271	
4	39	6	25	286	379	24	-	5	33	8	24	336	430	5	-	1	-	2	-	50	58	-	-	6	-	1	-	7	193	32	60	285	
3	29	5	20	190	267	19	1	4	25	6	18	252	325	-	-	1	-	1	-	62	64	-	-	-	-	2	-	6	133	17	65	215	
4	24	4	19	160	222	19	-	4	25	6	18	252	324	8	-	-	1	2	-	92	103	-	-	-	-	-	-	1	118	26	25	169	
5	26	8	23	243	325	24	1	5	33	8	24	336	431	5	-	-	7	-	1	93	106	-	-	-	-	-	-	-	273	-	-	273	
5	31	2	21	227	297	24	-	5	33	8	24	336	430	3	-	-	2	6	3	109	133	-	-	-	-	-	-	-	248	25	25	298	
5	24	7	19	260	333	24	1	5	33	8	24	336	431	7	-	-	9	1	5	76	98	-	-	-	-	-	-	-	184	38	24	246	
3	15	1	12	153	192	14	-	3	17	4	12	168	218	6	-	-	2	3	-	15	26	-	-	-	-	-	-	-	58	67	33	158	
2	16	4	12	114	159	14	1	3	17	4	12	168	219	4	-	1	1	-	-	54	60	-	-	-	-	-	-	-	101	-	15	116	
3	13	4	10	130	168	14	-	3	17	4	12	168	218	6	-	-	4	-	2	38	50	-	-	-	-	-	-	-	85	17	26	128	
4	32	6	18	192	272	19	1	4	25	6	18	252	325	-	-	-	-	-	-	60	60	-	-	-	7	-	-	7	201	12	35	248	
5	28	8	21	252	330	24	-	5	33	8	24	336	430	8	-	-	5	-	3	84	100	-	-	-	-	-	-	-	160	10	72	242	
5	31	6	22	248	332	24	1	5	33	8	24	336	431	5	-	-	2	2	2	88	99	-	-	-	-	-	-	-	272	18	14	304	
4	20	3	19	240	304	19	-	4	25	6	18	252	324	1	-	-	5	3	-	12	21	-	-	-	-	1	-	1	236	32	12	280	
3	30	1	13	250	314	24	1	5	33	8	24	336	431	8	-	2	3	7	11	86	117	-	-	-	-	-	-	-	133	73	36	242	
2	19	4	11	142	190	14	-	3	17	4	12	168	218	2	-	1	-	-	1	26	30	-	-	2	-	-	-	2	102	31	10	143	
1	13	4	9	140	176	14	-	3	17	4	12	168	218	5	-	2	4	-	3	28	42	-	-	-	-	-	-	-	60	18	20	98	
3	27	5	18	182	250	19	1	4	25	6	18	252	325	5	-	1	-	1	-	70	77	-	-	-	2	-	-	2	66	6	103	175	
2	13	4	9	110	146	14	-	3	17	4	12	168	218	6	-	1	4	-	3	58	72	-	-	-	-	-	-	-	126	-	-	126	
5	32	8	24	301	392	24	1	5	33	8	24	336	431	3	-	-	1	-	-	35	39	-	-	-	-	-	-	-	349	-	44	393	
5	32	8	24	353	441	24	-	5	33	8	24	336	430	5	-	-	1	-	-	-	6	-	-	-	-	-	17	17	314	-	77	391	
4	27	5	24	344	424	24	1	5	33	8	24	336	431	5	-	1	6	3	-	-	15	-	-	-	-	-	8	8	104	96	224	424	
4	26	3	18	164	224	19	-	4	25	6	18	252	324	10	-	-	-	3	-	88	101	-	-	1	-	-	-	1	157	40	27	224	
1	15	1	11	146	182	14	1	3	17	4	12	168	219	7	-	2	2	3	1	22	37	-	-	-	-	-	-	-	51	18	38	107	
3	21	6	10	209	260	19	-	4	25	6	18	252	324	8	-	1	4	-	8	43	64	-	-	-	-	-	-	-	133	45	34	212	
3	17	4	12	200	243	14	1	3	17	4	12	168	219	3	-	-	-	-	-	-	3	-	-	-	-	-	32	32	139	27	55	221	
4	30	4	24	295	376	24	-	5	33	8	24	336	430	5	-	1	3	4	-	41	54	-	-	-	-	-	-	-	158	76	25	259	
2	14	4	11	121	167	14	1	3	17	4	12	168	219	-	-	1	3	-	1	47	52	-	-	-	-	-	-	-	148	-	-	148	
2	22	1	12	147	198	14	-	3	17	4	12	168	218	-	-	1	-	3	-	21	26	-	-	5	-	-	-	5	182	-	-	182	
4	19	6	17	230	295	19	1	4	25	6	18	252	325	1	-	-	6	-	1	22	30	-	-	-	-	-	-	-	195	65	29	289	
4	21	8	11	276	333	24	-	5	33	8	24	336	430	11	-	1	12	-	13	60	97	-	-	-	-	-	-	-	95	145	34	274	
3	16	2	12	164	210	14	1	3	17	4	12	168	219	2	-	-	1	2	-	4	9	-	-	-	-	-	-	-	124	20	26	170	
2	13	2	10	146	188	14	-	3	17	4	12	168	218	-	-	1	4	2	2	22	31	1	-	-	-	-	-	1	132	25	31	188	
3	14	4	11	165	207	14	1	3	17	4	12	168	219	5	-	-	3	-	1	3	12	-	-	-	-	-	-	-	169	15	15	199	
125	848	170	604	7,846	10,147	707	19	149	926	222	606	9,324	12,013	174	1	24	109	52	69	1,619	2,045	3	-	-	31	-	7	141	182	5,791	1,091	1,517	8,399

YEOMANRY CAVALRY TRAINING RETURN, 1900.

Presented to Parliament by Command of His Majesty.

COMMITTEE

ON THE

ORGANIZATION, ARMS, AND EQUIPMENT

OF THE

YEOMANRY FORCE.

Presented to Parliament by Command of His Majesty.

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Members.

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Colonel Viscount GALWAY A.D.C., Lieut.-Colonel, Notts (Sherwood Rangers) Yeomanry Cavalry.

Colonel A. G. LUCAS, Lieut.-Colonel and Hon. Colonel, Suffolk Yeomanry Cavalry, and Deputy Adjutant-General, Imperial Yeomanry.

Lieut.-Colonel and Hon. Colonel L. ROLLESTON, South Notts Yeomanry Cavalry, and Major (2nd in command), 3rd Bn. Imperial Yeomanry.

Captain and Hon. Major the MARQUIS OF BATH, Royal Wilts Yeomanry Cavalry.

Captain Sir J. DICKSON-POYNDER, Bart, M.P., Royal Wilts Yeomanry Cavalry, 1st Bn. Imperial Yeomanry.

Mr. R. H. BRADE (War Office), *Secretary.*

TERMS OF REFERENCE.

The Secretary of State refers to the Committee a report by Colonel Lucas, Deputy Adjutant-General, Imperial Yeomanry, and requests them to consider what should in future be the organization, arms, and equipment of the Yeomanry force.

What, if any, change should be made in their terms of enlistment and service ; whether the annual training should be in camp more frequently than hitherto, and what period of training is necessary to fit them to serve with Regular troops in the defence of the country.

Whether the force could be considerably increased.

What rate of contingent allowance, pay, and horse allowance it will be necessary to offer in case of a longer period of training being adopted, and its being desired to increase the force considerably.

Whether any inducement should be offered to a portion of the present or of an increased force to engage to serve abroad in case of national emergency, and in such case whether a period of training with the Regular forces would be necessary.

R E P O R T.

Secretary of State,

We have considered the papers, including Colonel Lucas's report, and the points referred to us, and have the honour to submit our report.

We have not called any witnesses; six out of seven of the members of our Committee have had a long and intimate knowledge of the Yeomanry, and we believe that we know, without calling witnesses, what amount of time the Yeomanry can give to military service, and what changes could be adapted to the force.

As regards the reforms to be introduced, based upon the experience of the South African War, those members of our Committee, who have seen active service there, have of course formed certain opinions. We might have called witnesses upon these points, but, whether we found agreement or disagreement among them, it appears to us inevitable that all changes, which the military authorities may wish to introduce into the Yeomanry force, will be based, not upon the experience of a few individuals, but upon such reports as Field-Marshal Lord Roberts has probably already called for, or certainly will call for from a large number of Officers with experience in South Africa. Furthermore time was of importance; you required our opinion as to the conditions under which the annual training should take place in 1901 as well as in future years, and in order to issue the orders for 1901 it was necessary for you to have our recommendations in time for the consideration of the Field-Marshal Commander-in-Chief, as well as in time to be printed in the Estimates.

We believe that our recommendations coincide with the views of a considerable majority of Yeomanry Officers, but we venture to suggest that this report might with advantage be circulated amongst the Officers commanding Yeomanry regiments for their opinions on it. This might cause some delay in the final decision as to all the proposals it contains, but that need not interfere with the conditions which you may please to lay down, in consequence of this report, for training in 1901.

THE PERMANENT ELEMENT.

Before proceeding to discuss the points referred to us, we desire to place on record that the men, who have for more than 100 years, in face of scant encouragement and sometimes actual discouragement, sustained the Yeomanry force, come from the classes connected with land. The country gentlemen, yeomen, farmers, and certain tradesmen have for a century formed the backbone of this force, and should the present wave of enthusiasm be in time diminished, they would still be found continuing to give the same service as before. To many of them it is an hereditary duty to give some, frequently very long service to the Yeomanry, and they preserve its traditions. Being horsemen from boyhood, and having, as a rule, a horse at hand for their own use, they could and would, upon the order to mobilize, present themselves at the place of assembly the same day or the next. They are employers of labour, they are willing to give a certain amount of service to the Crown, and have hitherto paid something out of their own pockets to do so, but being employers of labour they cannot give an unreasonable amount of service, and their convenience in the conduct of their business has, and will have to be regarded.

We believe that the recommendations we submit will not conflict with this important factor. But these recommendations are also aimed at obtaining recruits for the Yeomanry from other classes than those referred to above; we believe that they will prove attractive; but the convenience of such recruits in gaining their livelihood will have, to a not less extent, to be sympathetically borne in mind.

1. TITLE.*

The force has been called, since its formation, the "Yeomanry Cavalry." The force that was recruited for service in South Africa, by means of the cadres of the Yeomanry regiments, was entitled the "Imperial Yeomanry," and if it pleased Her Majesty to add the prefix "Imperial" to the present title, the Yeomanry force would undoubtedly esteem it a very proud one, and regard it as a great honour that they should in this way be for all time officially recognized as having been closely connected with the formation, recruiting, and preliminary training of the force which has done such admirable work in the field in South Africa.

We believe that any change of title, except that we have suggested above, intended to disconnect the Yeomanry from that branch of Her Majesty's Forces with which it has always been connected, and to which it has always looked upon itself as a kind of a reserve, would produce feelings of bitter disappointment amongst the men as well as the Officers; and would not make the service more popular.

Our recommendation is that the Force continue to be entitled the "Yeomanry Cavalry," or, if Her Majesty so pleases, the "Imperial Yeomanry Cavalry," and that the distinctive^{*}regimental titles be retained.

2. ORGANIZATION.

One of the points referred to us under this heading is "whether any inducement could be offered to a portion of the present or of an increased force to engage to serve abroad in case of a national emergency."

Later on we discuss this subject, but to avoid confusion, it would be better to premise that until we come to the heading "Enlistment for Foreign Service," we are regarding the organization of the Yeomanry, and all that appertains thereto, as one for home defence, as it has hitherto been, and is at the moment.

Until 1893, the organization was regimental; in that year, an effort was made to reorganize the Yeomanry in brigades, and the Adjutants were reduced from one per regiment to one per brigade of two regiments.[†] This arrangement was found to be most inconvenient when the labour of raising the Imperial Yeomanry companies was thrown upon the Officers commanding Yeomanry regiments. With the utmost goodwill and activity, and given a convenient service of trains, an Adjutant could give no more than three days per week to each of his regiments; in some cases, we believe, one or other of the Colonels of regiments in brigade scarcely saw the Adjutant at all during the whole of that recruiting and training period, his time being fully occupied and more necessary with the other company being raised. Again, in 1893, the permanent serjeants were reduced from one per troop to one per squadron, with a regimental serjeant-major. In a time of excessive pressure, such as prevailed in January and February of this year, this number per regiment was altogether insufficient, more especially where two companies were being formed by one regiment. It should be remembered, therefore, that the recommendations which follow merely recommend not something entirely novel, but the reversion to what had obtained for nearly a century, and in substitution of what, upon trial at a critical moment, has been found inadequate.

We are not aware that any particularly useful results have been secured by the brigading of regiments. On the contrary, there is no doubt that in many cases it is very inconvenient for one of the two regiments in a brigade to assemble at a greater distance from its head-quarters than it ordinarily would. Most of the men must get home once or twice during the training to attend to some important matter of business, to pay wages, &c., and the further they are from their homes, the longer they are away from drill. The orders issued, when the brigades were formed, were that regiments were to train in brigade once every 3 years, but in practice it has been found not easy to carry out these orders.

3. PERMANENT STAFF.

We, therefore, recommend—

(1.) That an Adjutant be allowed to each regiment, and not, as at present, to each brigade only. And we suggest that together with the Yeomanry duties, he

* Colonel the Earl of Dundonald and Captain Sir J. Dickson-Poynder dissent from the recommendations under this heading. See p. 16.

† This was recommended in the Report of Lord Brownlow's Committee on Yeomanry, dated 17th March 1892, and was carried out with effect from 1st April 1893, by Army Order, No. 22, of January 1893.

would be able to assist Government most usefully in any expansion of the present system of registration of horses, or any other scheme for providing horses which Government may eventually adopt.

(2.) That Officers Commanding Yeomanry regiments should be consulted as to their experience of the effect of the reduction of permanent serjeants.

We believe that, in some cases, it will be found that the reduction has not, in ordinary times, caused great inconvenience, in others we are certain it will be found that the Yeomanry Colonels, or their Officers have had to engage drill instructors at their own expense, because the day and hour, when the men can drill, being the same in both districts the permanent serjeant is unable to be at both places.

If an increase of force is secured we can say without hesitation that the number of permanent serjeants per regiment ought to be increased.

We also respectfully request that Commanding Officers may have some voice in the selection of the permanent staff. It has happened that serjeant-majors have been forced upon Commanding Officers without their being consulted.

We strongly recommend that the regimental serjeant-major be granted warrant rank, as in the Regular and Militia services.

4. RETIRED OFFICERS OF REGULAR FORCES.

We recommend that the provisions of Article 509, Royal Warrant, be extended to apply to the Yeomanry, so that an Officer of the Regular forces may retire from the Army, receiving retired pay, for which he might not otherwise be eligible, on the condition of accepting and holding, for a number of years, a Commission in the Yeomanry, for which he must receive the usual nomination from the Commanding Officer.

This arrangement has been tried with the Militia and, we believe, with success. If the Yeomanry is to be largely increased, it is certain that considerable difficulty will be found in some counties in obtaining Officers, and an extension of the provisions of Article 509 to the Yeomanry might be the means of securing Officers in such cases.

5. REGIMENTAL QUARTER-MASTERS.

We recommend that a Regimental Quarter-Master be allowed to each regiment, but that it shall not be obligatory upon the Yeoman, selected for the office, to take a Commission. He should be granted a Commission, only when recommended by the Officer Commanding. This post is absolutely necessary when regiments go into camp, and as long as the Quarter-Master did not accept a Commission there would be no increase of expense.

6. ARMS.*

(a.) *Firearm.*

This is one of the points as to which some diversity of opinion may be found in details, but none at all upon the main point, viz., the principal arm. We believe it will be found that opinions are unanimous that the arm upon which the Yeomanry are in future to depend, in the drill of which they should be principally trained, and in the successful use of which they should be specially encouraged, is the firearm. But opinions differ as to whether the present service weapons are the best adapted for mounted men. Some who have used the long rifle make no complaint, others think that it is cumbrous and that an equally powerful, but lighter and shorter weapon could be invented. The best mode of carrying the long rifle on horseback is also in dispute. Others who have been armed with the carbine complain that its range compares disadvantageously with that of the long rifle. We are unable therefore to submit any more definite recommendation than this: that the Force should be supplied with whatever firearm is decided to be, by the military authorities, the most useful for mounted men.

(b.) *The Sword.*

We have reason to believe that it will be found that the rifle and bayonet will not be sufficient for all conditions of battle. We do not, however, recommend the

* Colonel Rolleston and Captain and Hon. Major the Marquis of Bath dissent from the recommendations made under this heading by the rest of the Committee. See pp. 14 and 15.

Colonel Viscount Galway makes a further recommendation. See p. 15.

retention of the sword, but, if it is to be taken away, we strongly recommend that the revolver should be substituted for it. It appears to us absolutely necessary that a man should have some handy weapon for use at close quarters.

(c.) *The Bayonet.*

The occasions upon which it might be put into use in battle would probably be very limited; but it has a terrorising effect, and we recommend that it should be adopted.

7. DRILL.*

The drill should be such as will encourage the Yeoman to be active and enduring on foot as well as on horseback; and whilst instructing him in all outpost and reconnoitring duties, as usually performed by Cavalry, should be such as to enable his services to be utilized to the best possible advantage as a rifleman in the attack as well as the defence of positions.

8. DRESS.†

(a.) *Drill order.*

We understand that it is the intention of the Government to introduce a service-kit of some neutral colour. It would be very advisable that the Yeomanry should adopt this, but, inasmuch as many Commanding Officers have lately supplied their regiments with new serges, it is hoped that Government might arrange to give the material free of cost, otherwise the expense would be very heavy on any regiment having to supply the men with new outfit.

(b.) *Full Dress.*

We desire to express a very emphatic opinion that the expense of the full dress uniform should be materially modified. But here again there are considerations which are not unimportant, especially in the case of Officers. Those who have already got full dress would have an additional expense thrown upon them if they are to suddenly change. An Officer wishing, and entitled to attend Court functions, is justified in preferring a smart uniform, and we deprecate the too rigid imposition of a purely utilitarian fancy. It should not be impossible to devise a comparatively inexpensive full dress, with certain ornamental additions for Court ceremonies, the possession of the latter not being compulsory.

(c.) *Boots, Gaiters, Puttees.*

As the drill of the Yeomanry in future will be probably much more on foot than it has been hitherto, it is inevitable that the long boot will have to be discarded for drill purposes, and either puttees or gaiters substituted; but we should deprecate the compulsory abandonment of the jack-boot in full dress, at any rate at present, inasmuch as it would involve a considerable waste of material.

(d.) *Greatcoats.*

We believe that the pattern known as "British Service Warm" and a mackintosh, have been found most useful in South Africa, and might be recommended for adoption as funds permit.

(e.) *Saddlery, Bandoliers, Belts, &c.*

The best patterns of these when decided upon will doubtless be recommended for adoption.

In all these cases it should be borne in mind that the Contingent Grant, even on the higher scale which we presently recommend, is not sufficient to cover the initial cost of clothing the men and finding the saddlery, and if Government desire any immediate changes of saddlery or clothing, which the military authorities may propose as the most useful, it would be necessary for Government to provide either the money or the materials.

† Colonel the Earl of Dundonald and Captain Sir J. Dickson-Poynder dissent from the recommendations under this heading. See p. 16.

* Colonel Rolleston and Captain and Hon. Major the Marquis of Bath dissent from the recommendations made under this heading by the rest of the Committee. See pp. 14 and 15.

Colonel Viscount Galway makes a further recommendation. See p. 15.

9. CONDITIONS OF SERVICE.

These are governed by Act of Parliament, and, in so far as the class which has hitherto sustained the force is concerned no such change as would involve compulsory foreign service would be of any use. Most Yeomen are employers of labour, and we do not think that it would be of any use expecting them as a body to engage for service abroad, although it is probable that a proportion would; and certainly a good number would volunteer in a crisis as they did this year. The suggestions which we subsequently make as regards engagement for service abroad might have to be dealt with by an amending, or a Special Act.

10. THE ARMY ACT.

We recommend that members of a Yeomanry Regiment which is assembled for annual training, or exercise, shall be subject to the Army Act, and that, where he may consider it desirable to exercise it, the Commanding Officer shall have the power of compelling their attendance, in the same manner as absentees from the Militia can be dealt with, sec. 23, Militia Act, 1882. We do not apprehend that the provisions of the Act as regards mutinous soldiers will have to be brought into frequent use, but it would strengthen the hands of the Officers Commanding to have the power of using them; and all the worthy members of the Force would be glad that they should have such power over men who bring no credit to it.

11. TRAINING.*

We recommend that regiments should be encouraged to go into camp as often as possible. We cannot recommend a compulsory order that regiments should always go into camp, for it is of advantage, for recruiting purposes, to occasionally change the place of training and visit another part of a county. It is a fact that at some such places it is scarcely possible to find ground suitable for an encampment, and under such circumstances a regiment would have to go into lodgings, as has hitherto been the practice; but it is undoubtedly far more expensive to both men and Officers to go into lodgings and hotels than under canvas; and we believe that the rates of pay which we recommend will leave such a margin of profit by going into camp, that that of itself will be a sufficient inducement to prefer camp to lodgings.

Going into lodgings might be made subject to the approval of the General Officer Commanding the District.

We also recommend that for regiments which go into camp, Government should provide, as in 1900, for a supply of water, and ground for camping; should defray expenses in connection with ranges and musketry course; and that the scale of camp equipment be in accordance with Appendix 10, Yeomanry Cavalry Regulations, 1898.

12. PERIOD OF TRAINING.*

In the year 1900 the training was extended to 28 days, with a minimum compulsory period of 14 days. Commanding Officers have not, up to the present, been asked to give their opinions of this arrangement, but we believe it was found that the duration of the camp was unnecessarily long, and that inconvenience was caused by men coming up and going out at different dates. Also the musketry was made compulsory during the training, if the Special Grant was to be earned. In some cases, where ranges were entirely at the disposal of regiments, this change was found to work well; in others where there was a great demand for ranges by other arms of the Service, it was found that hurry and crowding resulted, and that the men were not as carefully trained in musketry as they had been under the old system when they did their annual course of musketry at their own troop or squadron head-quarters.

We recommend, therefore, that the option should be given to regiments to assemble—

Either (1) for a period of 18 days on full pay, with a minimum compulsory attendance of 14 full days, to include not exceeding four days' leave, on full pay, of which two shall be Sundays.

And we recommend, as an additional encouragement to the men to perfect themselves with the rifle, that they should receive one day's full pay for each day's

* Colonel the Earl of Dundonald and Captain Sir J. Dickson-Poynder dissent from the recommendation under this heading (*see* page 16).

attendance on the range for the annual course and for practice for it, not exceeding, three days in the year.

Or (2) for a period of 21 days on full pay, including, as above, four days' leave, but in this case it should be compulsory to shoot the annual course during training.

13. PAY.

(a.) *Officers.*

We recommend that pay and allowances should be at Regular Cavalry rates, as were allowed this year, and that the pay and allowances should be consolidated.

This latter recommendation would dispense with a good deal of clerical work.

(b.) *Men.*

We recommend that the present rate of 7s. a day be increased to 10s. a day for all ranks.

When men are in lodgings and their horses stabled in the town, we doubt if the man can do himself and his horse for much less than 10s. a day. About 4s. a day is charged for stabling and foraging the horses in towns, the livery stable proprietors are quite capable of combining to put up the charge to this sum, and the men have no alternative but to pay what is asked. Taking into account the many small expenses to which a man is put beyond his actual board and lodging when he is out for training, we believe that the present rate of 7s. a day leaves him actually out of pocket. We consider that out of the 10s. a day which we recommend, most of the men could cover their normal expenses with the 6s. a day which remains after paying for stabling and foraging. Undoubtedly Yeomanry can do the training far more economically in camp, and we think, as we have said already, that this fact would encourage regiments to prefer camp to lodgings.

14. HORSES.

(a.) *Allowance.*

We recommend that a minimum sum of 5*l.* be allowed to each Yeoman who produces a horse approved by the Commanding Officer for the training, and undertakes to produce one if called out for service. We say a minimum sum of 5*l.* advisedly, we imagine that the object of Government is to make the service as popular as possible, and to encourage recruiting, and we think it quite possible that this grant may be sufficient to do so, but if not we think that Government would be well advised to raise it to such a sum as will make the Service attractive. If, however, the force is to be largely increased it is practically certain that there will be men willing to join the Yeomanry if a horse can be provided for them, but who have not got the necessary facilities for finding one which they can hire. It seems to us absolutely necessary, if the force is to be largely increased, that Government should devise some scheme by which horses may be provided for such men for the training. Possibly an extension of the present system of registration of horses might be possible, the owner undertaking the liability of producing a horse for the Yeomanry training; and the work of registration and inspection might, we suggest, be usefully assigned to Yeomanry Adjutants. Or, Government remounts might be sold at a reduced price to Yeomen, with the liability upon the purchaser of a certain number of years' service with the Yeomanry, the horse to be held in readiness for repurchase by Government if the reserves are called out, the purchaser to become the absolute owner at the end of the contract term. Subject to the intentions of Government, we recommend the consideration of a scheme for the provision of horses, and the establishment of a system.

(b.) *Compensation for Horses.*

The regulations as regards compensation for injury to horses are, we respectfully submit, of a very unsympathetic character. For example, if a Yeoman's horse dies of disease during training, or soon after, although it can be proved that the cause of death is due to service, the Yeoman receives no compensation. Compensation is only given when the horse is injured in the field or going to or from drill or training.

We think the responsibility should be thrown upon the Commanding Officer to certify, after enquiry by a Board, as to the cause of illness or death, and of recommending what compensation should be given, a maximum value being fixed. We also submit that Government could very well undertake to insure Yeomen's horses for the period of troop drills and training, and so secure Government against loss.

15a. CONTINGENT GRANT.

We recommend that an additional 2*l.*, as in 1900, be allowed to the present rates for each man who becomes efficient, and in addition that the Officers, who attend the annual training, should draw the contingent grants for their regiments, as is the case in the Volunteer service. This is an increased grant, but, we submit, a very reasonable one. We believe it to be a fact that when the force was originally raised in 1794, the counties bore the initial cost of clothing and equipping the men, all that the Government found at the time being the arms. Since then Government has given merely the annual contingent grant, and we doubt whether any regiment has ever been able to pay its way out of the Government grant only; we believe that it has been usually supplemented by subscriptions from the Officers, or else that the men have paid out of their own pockets a part of the cost of certain articles of clothing or equipment, or have provided them. We are certain it would be found, if an enquiry was held, and we recommend that one should be held, that some regiments are indebted to a considerable extent, and that the loan which has enabled the Commanding Officer to keep the men properly clothed and equipped has been obtainable only on the personal guarantee of himself or his Officers. The general rule is to get an undertaking from a recruit to serve for three years, upon a somewhat rough and ready calculation that the cost of his clothing and equipment will be recovered in that period by means of the Government grant; but, seeing that the contingent fund is chargeable with many other expenses, we doubt whether this is, in fact, the case. Whether it be so or not, it is obvious that a regiment, the establishment of which is suddenly raised by a squadron, must be heavily in debt for a year or two. It is not reasonable to expect the Officers to run any personal pecuniary risk in consequence, and we think that regiments which are in debt and can show that they are so, only because of some such large increase of establishment, and that they have been economical in their management of the fund, might be relieved of the debt by Government. It would also be a relief to Commanding Officers if, when an increase of establishment is sanctioned, they were allowed to indent on the grants of future years in order to pay for the initial cost of clothing and equipping the recruits of the new unit, instead of having to raise a loan.

15b. STORE-ROOMS.

Under the Regulations the permanent serjeants get lodging allowance, but no provision is made by Government for any place in which to store clothing, saddlery, and arms at troop or squadron head-quarters. It is an expense which has been borne for many years by the Officers, and we think it should be admitted that this is an unreasonable demand upon them, and that an allowance should be made for the provision of suitable buildings. The rent for such a building would of course be higher in large towns than in country districts; all we can do is to strike an average, and submit that a grant of 20*l.* per annum per store-room should be made.

16. FREE AMMUNITION.

We think that an increase in the issue of free ammunition would be decidedly beneficial. Up to 1900 the issue was confined to 60 rounds; in 1900 the issue was 90 rounds for the annual and special courses; any ammunition beyond this had to be paid for by either the Officers or the men. We imagine that the object of Government is to encourage shooting as much as possible. Our recommendation that the men should receive up to three days' full pay for their musketry course and practice would cover the cost of travelling to and from the range, and make up in some measure for the time lost by absence from business, and be a very decided encouragement; but, in addition to that, we recommend that the

rounds per man of free ammunition should be at least doubled; any surplus remaining over at the end of the year could go towards decreasing the amount of free ammunition issued in the following year to such an extent as to give the regiment always 200 rounds free per man per annum for the course and practice. We also recommend that over and above the free ammunition the men should be entitled to purchase, at half price, not exceeding 100 rounds. Some men have always done a great deal of private practice in the past, but it has been either at the expense of the Officers or of the men themselves. It is impossible to expect a poor man, not a sufficiently good shot to have much chance of winning a prize, to spend money out of his own pocket on a duty, which is not obligatory under the regulations, and takes him away from his private business. The grant of pay for musketry and the removal of the expense of paying for ammunition out of his own pocket would undoubtedly result in such a man doing a good deal more practice, whilst the keen riflemen who have done much practice at their own expense would be rewarded for their public spirit.

17. RANGES.

In many cases Yeomanry Regiments have very great difficulty in obtaining range accommodation.

We understand that the whole question of ranges is under consideration by Government; and we beg that it may be considered whether ranges, which have been provided out of, or are partially maintained out of Government Funds, ought not to be at the disposal of the Yeomanry equally with any other branch of Her Majesty's Forces.

18a. INSTRUCTION OF OFFICERS.

We recommend that the school of instruction for Yeomanry Officers be re-established and that its curriculum include a course of musketry; indeed, if the force is to be largely increased, we anticipate that more than one school will be necessary. This is a recommendation for a reversion to a former state of things. The Yeomanry school existed for more than 20 years, and there are many Officers serving who look back with gratitude to the thorough grounding which they received at it. It was abolished in 1897* upon the ground, we understand, that it did not give to Officers that acquaintance with the internal economy of a regiment, which they could get by being attached to a Cavalry regiment, and it was argued by those who wished to abolish it that the Officers would be as well taught by the regimental squadron leaders. We take leave to express a very strong doubt as to this; the capacity of imparting knowledge is not given to everyone; the squadron leader may be an excellent Officer, thoroughly acquainted with everything that a Cavalry Officer should know, but he may have no capacity for imparting that knowledge in a useful way to his pupils. We have no doubt at all that squadron leaders who have had Yeomanry Officers as pupils have done their best, but they have many other duties, and it is not likely that they have had the time, apart from any capacity to teach, to give their pupils the thorough grounding which a capable teacher can give at a school.

As regards the length of time that an Officer should be under instruction, an Army Order has recently been issued, we believe without the Yeomanry Colonels having been consulted, that the course of one month, which has been the practice for years, had been altered to two. We apprehend that this is certain to deter some gentlemen from taking a Commission who would have been willing to find in their first year the time for one month's instruction, in addition to the annual training, away from their business, but who are quite unable to find two months. We recommend that the compulsory periods of instruction shall be one month at the school or regiment, if the school be not re-established, before his second annual training, and that if an Officer fails to obtain a certificate he shall attend the school or regiment as the case may be for another month the following year, and so

* A.O. 196, of December 1896, orders the abolition, to take effect from 1st January 1897.

on until he does obtain a certificate, and that in the year after he has obtained a certificate he shall be attached for one month to a Regular Regiment, in camp if possible. We also recommend that Officers should be encouraged to get attached during their subsequent service for a month, or even longer, to Regular Regiments.

In all the above cases Officers should draw pay at Regular Cavalry rates.

18b. ADDITIONAL TRAINING, AND WITH REGULAR TROOPS.

We recommend that Yeomanry Officers should be encouraged to attend manœuvres and to get together detachments of men from their own regiments, or even from several others, for the same purpose. Under Section 46 of the Act it is contemplated that Yeomanry regiments should go out for "exercise," as distinct from the annual training, and this section might be utilized for this purpose. We feel sure that if the Officers and men could draw pay at Regular rates there would certainly be some every year who would be able to spare the time.

19. MEDICAL EXAMINATION.

Papers have been referred to us which show that a discussion has been proceeding in the War Office as to the necessity of a medical test for Yeomanry recruits. We do not think one is necessary for men who are only called upon to serve at home. The Commanding Officers are fully capable of controlling the recruiting of obviously unfit men.

20. REPRESENTATION OF THE YEOMANRY AT THE WAR OFFICE.

We respectfully submit that the force would be better understood than it has been in the past if an Officer were appointed at Head-quarters, whose special business it would be to deal with Yeomanry matters. We have no wish to suggest any change which would detract from the authority of the General Officers Commanding Districts, but the circumstances affecting the force differ considerably in different parts of England, and we submit that it would be advantageous if there were an Officer at Head-quarters, whose business it would be to concentrate information as to those varying circumstances, and the different methods which have been for long the practice in different regiments. We think that such a system would be useful in preventing changes being proposed, or made in such a way as to put some regiments at a serious disadvantage.

21. THE DECORATION FOR LONG SERVICE.

The Secretary of State for War has been approached on several occasions with a view to this distinction being extended to the Yeomanry, hitherto without result.

Voluntary military service given to the Crown is an honourable calling, and is as deserving of some distinction in the case of the Yeomanry, as in that of any other force.

22. INCREASE OF THE FORCE.

It is of course impossible for us to say with certainty that the force can be increased. That it can be largely increased from the classes who have up to now furnished its ranks we fear is improbable, under the conditions as regards the provision of horses which have governed service up to now. There are young men no doubt connected with county families, with agriculture and with certain trades in county towns and villages possessing some knowledge of the care of horses, who would be glad enough of a fortnight's open air exercise, and would gladly give some military service to the Crown; there are also, doubtless, many young men in populous centres with no previous knowledge, who would make in time smart and useful mounted soldiers, but it is certain that many of them are quite unable to obtain the loan of a horse, and might not care to run the risk of hiring one; it is possible also that the longer annual training which we recommend might so interfere with their civil employment as to be a bar to their joining the Yeomanry. As regards the first difficulty, we have already suggested that Government should seriously take into consideration the advisability and possibility of supplying horses to such men of the Yeomanry as are unable to bring their own, or to obtain horses on loan or hire. If this difficulty can be removed, we think, that having regard to the

conspicuous usefulness of the Imperial Yeomanry, which has undoubtedly attracted popular attention, it is extremely probable, indeed we might say practically certain, that there are large numbers of young men who, given a horse, would gladly join the Yeomanry. Whether or not their civil employment would be so interfered with, by absence from it for as long as 14 days, as to deter them from joining the force can only be proved by experiment.

Our colleague, Colonel the Earl of Dundonald, is anxious to make it compulsory on Officers Commanding Yeomanry Regiments to remit 7 out of 14 days of the annual training, exclusive of musketry, in the case of men of good physical capacity, first-class shots, and good riders. The Yeomanry members of the Committee are unable to give this proposal their support. They would prefer to see what results are obtained by the reforms they have proposed, and they think that the suggestion should be finally considered by the Yeomanry Colonels before any differences in the period of training are ordered.

An increase of existing establishment is not the only method of procuring a larger force of Yeomanry.

It is within the knowledge of Government that there are in the British Isles areas in which no regiments exist, or over which no recruiting is done, as well as some populous centres where new regiments might be raised.

23. FOREIGN SERVICE.

Finally, we are directed to consider "whether any inducement should be offered to a portion of the present or of an increased force to engage to serve abroad in case of national emergency, and, in such case, whether a period of training with the Regular Forces would be necessary."

(a.) *Officers.*

In order to obtain the Officers we suggest consideration of the advisability of forming what, for the want of any more suitable title, we designate the "Yeomanry Staff Corps," composed of Brigadiers, Colonels, Majors, and Adjutants, these to be selected by the military authorities, and Yeomanry Officers to be eligible for selection. For the appointments of Captains, Lieutenants, and 2nd Lieutenants, the Yeomanry Colonels might be entitled to submit the names of any of their Officers, whom they could recommend for consideration. In addition to the liability for foreign service, both Officers and men might be liable to be called out for training with the Regular troops once in their three years' engagement, and it might be left to the discretion of the Commanding Officers to give leave from the annual Yeomanry training in that year*; but, if excused from the annual training, such men should, nevertheless, earn the full contingent grant for their corps.

Ordinarily the foreign service Yeomen would be under the control and the command of the Officers of their regiments, but when called up for special drill with the Regulars they would have to be temporarily detached from that control, and handed over to that of the Staff Corps Officers.

We have to point out that if such a scheme is tried and prove successful, a good deal more work will be thrown upon the Officers Commanding the Yeomanry Regiments, since they will have to make special arrangements as regards the clothing, arms, and equipment of those men, and it seems to us certain that they will require larger staffs than have been allowed them under the brigade system. If a considerable increase of the force takes place, we have already pointed out that an increase of the permanent serjeants is necessary, if to this be added the extra responsibility of a certain number of men serving under these foreign service conditions, one of these should be a quarter-master-serjeant, who would be required at regimental head-quarters.

(b.) *Men.*

The same considerations which apply to the question of increasing the force for home defence, apply of course with even greater force to this question. It is impossible for us to foresee whether an employer will give employment as readily to an applicant for employment, who has undertaken the liability of foreign service, as he will to one, the continuity of whose employment with him cannot be so interrupted.

* Colonel the Earl of Dundonald and Captain Sir J. Dickson-Poynder dissent from this recommendation (see page 16).

Judging from the experience of the past twelve months, we are justified in anticipating that there are in the country a considerable number of young men, who are willing to undertake military service abroad; judging also from the experience of this year, there are a number of employers who do feel that a liability of this kind should not debar young men from being given employment. But the war was a very popular one, a remarkable wave of enthusiasm spread over the whole country, and it does not follow that in calmer moments employers will, as a rule, show equal liberality. As far as the classes which have hitherto sustained the Yeomanry are concerned, we have already ventured the opinion that a proportion may be depended on certainly to volunteer at a critical moment, and a proportion also, though not so great, to engage for a term of years for service abroad. We believe we can say this from our knowledge of the men who have hitherto composed the force, but we can speak with less certainty of those who may join if a considerable increase is sanctioned. They may be more affected than the first-named by those considerations. There can be, however, no possible objection, from our point of view, putting the question of expense on one side, to the experiment being made.

For example, Officers Commanding Yeomanry Regiments might be authorized to enrol from the ranks of their regiments for foreign service such men as they feel they can certify to be fair riders and good shots.

The liability for foreign service might be for a period of three years. These foreign service Yeomen, before final selection, should be medically examined, and the examination should be repeated annually during their period of liability. They would, as a rule, do the same training annually as their home service comrades, and draw the same pay and allowances, but it seems to us inevitable that some additional pecuniary advantage will have to be offered them to induce them to undertake a liability, which may interfere with their civil employment. What sum might prove sufficient it is impossible for us to say with certainty. The foreign service Yeomen will be selected on account of fitness, and under these circumstances we think something more than 6*d.* a day is reasonable. We suggest that a bounty of 12*l.* per annum, in addition to all Yeomanry pay and allowances, be offered.

24. SUMMARY.

In conclusion we summarise our recommendations, viz. :—

1. This report be circulated to Officers Commanding Yeomanry Regiments (introductory paragraph).
2. The force to retain its title of "Yeomanry Cavalry," or, if Her Majesty pleases, to be entitled "Imperial Yeomanry Cavalry" (paragraph 1).
3. Regimental Adjutants to be restored (paragraph 2).
4. If the force is increased the permanent staff to be increased (paragraph 3).
5. Regimental serjeant-major to receive Warrant rank (paragraph 3).
6. Article 509, Royal Warrant, to be made applicable to Yeomanry (paragraph 4).
7. Regimental Quarter-Master to be sanctioned (paragraph 5).
8. Arms to be the rifle and bayonet, and if the sword is withdrawn for drill purposes, then a revolver to be added (paragraph 6).
9. The drill to be such as will instruct the Yeomen in reconnoitring and outpost duties, and in the efficient use of the firearm in all situations (paragraph 7).
10. Drill Order to be adapted to the changes and conditions of the drill (paragraph 8*a*).
11. Economy to be recommended as regards full dress (paragraph 8*b*).
12. The conditions for home service not to be changed (paragraph 9).
13. Army Act to apply during annual training (paragraph 10).
14. Regiments to train in lodgings only with the consent of the General Officer Commanding Districts, ordinarily to go into camp (paragraph 11).

15. Two alternative periods of training at the option of the Commanding Officer (paragraph 12)—

(1.) For 18 days with 14 days compulsory minimum, musketry to be done locally ; or,

(2.) 21 days, compulsory minimum of 17 days, musketry to be done during training.

16. Pay not exceeding three days to be given for musketry (paragraph 12 (1)).

17. Officers' pay and allowances to be at Regular Cavalry rates, and to be consolidated (paragraph 13a).

18. Men's pay to be 10s. a-day (paragraph 13b).

19. 5l. horse allowance to Yeomen producing a horse approved by the Commanding Officer (paragraph 14a).

20. A scheme for the provision of horses to be prepared (paragraph 14a).

21. Compensation to be allowed for injury to horses on recommendation of Commanding Officers (paragraph 14b).

22. Contingent grant to be increased as in 1900 (paragraph 15a).

23. Enquiry to be held as to the indebtedness of regiments, and the debt taken over by Government where good cause can be shown (paragraph 15a).

24. A grant of 20l. per annum, per storeroom, to be allowed (paragraph 15b).

25. Ammunition up to 200 rounds per man to be issued free, and 100 rounds extra at half price (paragraph 16).

26. The Government to assist in the provision of ranges (paragraph 17).

27. Yeomanry school, or schools, to be re-established (paragraph 18a).

28. Officers and men to be encouraged to attend manœuvres, receiving pay at Army rates (paragraph 18b).

29. Consideration to be given to our suggestion that a representative for the Yeomanry be appointed at Head-quarters (paragraph 20).

30. A decoration for long service to be granted to the Yeomanry (paragraph 21).

31. The formation of a Yeomanry Staff Corps and the enlistment of Yeomen for foreign service to be considered, with a view to the experiment being tried (paragraph 23).

HARRIS, *Chairman*.

DUNDONALD.

GALWAY.

ALFRED G. LUCAS.

LANCELOT ROLLESTON.

BATH.

JOHN DICKSON-POYNDER.

R. H. BRADE,
Secretary,

2nd January 1901.

The undersigned Members of the Committee do not agree with the recommendations under the heads 6 and 7, Arms and Drill, in the Report, for the following reasons :—

The Yeomanry are, at present, armed and drilled as Cavalry, and are, in fact, the Cavalry of the Reserve Forces. We believe that any alteration of their position in this respect would be very unpopular in the force, would militate against recruiting, and would produce no compensating advantage.

As regards these heads, therefore, we recommend that the Yeomanry shall continue to be armed and drilled in the same way as may be decided on for the Cavalry of the Regular Army.

We are in agreement with the remainder of the Report of the Committee.

LANCELOT ROLLESTON.
BATH.

FURTHER RECOMMENDATIONS.

Paragraph 6 (b).—If the sword is not retained for drill purposes, I would recommend that it should still be used for escort and similar purposes.

Paragraph 7.—At the end of this paragraph, after the word “position,” insert the following recommendation :—

The Yeomanry are at present armed and drilled as Cavalry, and are the Cavalry of the Auxiliary Forces. It is also probable that on active service, as well as at manœuvres, they would be brigaded with the Regular Cavalry. I would, therefore, recommend that, as far as possible, the Yeomanry should be armed and drilled in the same way as may be decided on for the Cavalry of the Regular Army.

GALWAY.

I generally concur with the 31 proposals of the Committee, 18 of the most important of which, I observe, are practically the same as those previously made in my report ; three are partially so, and the others are new.

There are, however, certain other proposals in that report, regarding which I desire to place on record my intention to adhere.

In the portion of my report regarding Financial Results, I have endeavoured to show their approximate cost, but as I thoroughly agree with my colleagues in regard to the proposed bounty of 12*l.* per annum for each Yeoman liable to serve abroad, I will enter this sum in the estimates I have framed, instead of the 3*l.* grant which I originally recommended.

ALFRED G. LUCAS.

We, the undersigned Members of the Committee, beg respectfully to differ from our colleagues on various points which are referred to in the Report under the following headings. We also state the reasons for our difference of opinion :—

TITLE. (Page 4, para. 1.)

1. While the Committee recommend, in effect, that the Yeomanry should be armed and trained as Mounted Riflemen (paras. 6 and 7), it lays stress upon retaining the title “Cavalry” (para. 1) ; and three out of the six Yeomanry Members of the Committee present a Minority Report in favour of retaining the arming and training of the Yeomanry as Cavalry.

It is possible that the arms and drill of Cavalry may be considerably modified in the future, but the Committee can only deal with things as they are and speak of

the Cavalry as it is, viz., a force trained to consider its principal arm the *arme blanche*, either sword or lance. In our opinion it would not be possible to train Yeomanry in the limited time available so as to be proficient both in the use of the *arme blanche* and the rifle; and as proficiency in rifle shooting is of paramount importance for such a force as the Yeomanry, any temporizing with the *arme blanche* would render the force less efficient for practical purposes. We therefore consider that the word "Cavalry" should be omitted from the title, and the force be known as "Imperial Yeomanry," subject to Her Majesty's approval.

DRESS. (Page 6, para. 8.)

2. In our opinion the recommendations of the Committee as to dress are unsatisfactory, and do not recognize the necessary change consequent upon developing the force as Mounted Riflemen, nor the great expense incurred by Officers in providing themselves with the costly uniforms now worn, which must obviously militate against any large increase of the force.

As the Yeomanry only go out for a few days' training a year, we consider it superfluous for them to have two classes of uniform, one uniform only being in our opinion sufficient. We therefore recommend that regiments of Yeomanry should submit, through their Commanding Officers, to the military authorities, a uniform for their regiments, which should be suitable in pattern and colour for modern conditions of war, smart in appearance and inexpensive, and bearing such distinguishing regimental marks as are compatible with the above conditions.

TRAINING. (Page 7, para. 11.)

3. The Report (para. 11) leaves the question of training in camp so far an open one, in that it does not recommend a compulsory order that regiments should always go into camp; we hold that training in camp is absolutely necessary for the efficiency of the force, and has the further advantage of being less expensive for Officers and men. We therefore recommend it should be made compulsory.

PERIOD OF TRAINING. (Page 7, para. 12.)

4. We think that the length of training is intimately bound up with any considerable increase of the Yeomanry, which increase must to a great extent come from classes hitherto not largely represented in it, i.e., the salary and wage-earning classes. We therefore recommend that the business obligations of these classes should be specially considered, and that the compulsory training—apart from musketry, which can be done at the man's convenience—should be of short duration, not exceeding a week for a Yeoman who has passed satisfactorily his recruit's course, is a good shot, physically sound, and a fair rider. Voluntary training for a further period of seven days could be open to all.

FOREIGN SERVICE. (Page 12, para. 23 (a)).

5. With regard to foreign service Yeomen, we consider that it would be impossible to ask salary and wage earners to go out for training with the Yeomanry the same year as they train with Regulars. We therefore recommend that in the year that a man is required to undergo his training with the Regulars, his attendance at the training of his Yeomanry should be voluntary.

We are in agreement with the remainder of the Report of the Committee.

DUNDONALD.

JOHN DICKSON-POYNDR.

LIGHT RAILWAYS ACT, 1896.

BRIDLINGTON AND NORTH FRODINGHAM LIGHT RAILWAY (EXTENSION OF TIME) ORDER, 1901.

ORDER

MADE BY THE

LIGHT RAILWAY COMMISSIONERS,

AND CONFIRMED BY THE

BOARD OF TRADE,

AMENDING THE

BRIDLINGTON AND NORTH FRODINGHAM LIGHT RAILWAY
ORDER, 1898.

Presented to both Houses of Parliament by Command of His Majesty.



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LIGHT RAILWAYS ACT, 1896.

**BRIDLINGTON AND NORTH FRODINGHAM LIGHT RAILWAY
(EXTENSION OF TIME) ORDER, 1901.**

ARRANGEMENT OF SECTIONS.

	SECTION
Preamble.	
Short title	1
Incorporation of general Act	2
Amendment of Order of 1898	3
Costs of Order	4

LIGHT RAILWAYS ACT, 1896.

BRIDLINGTON AND NORTH FRODINGHAM (EXTENSION OF TIME) ORDER 1901.

ORDER

Amending the Bridlington and North Frodingham Light Railway Order 1898.

Preamble. WHEREAS by the Bridlington and North Frodingham Light Railway Order 1898 (hereinafter referred to as "the Order of 1898") the Bridlington and North Frodingham Light Railway Company (hereinafter referred to as "the Company") were incorporated and authorised to construct a light railway in the East Riding of the County of York from Carnaby Station to North Frodingham AND WHEREAS it was provided by the Order of 1898 that the powers of the Company for the compulsory purchase of lands for the purposes of that Order should cease after the 14th day of July 1901 and also that if the said railway were not completed before the 14th day of July 1903 or such extended time as the Board of Trade might approve then on the expiration of that period the powers of the Company for making and completing the same or otherwise in relation thereto (except as to so much thereof as might be then completed) should cease AND WHEREAS an application was in November 1900 duly made to the Light Railway Commissioners by the Company for an Order extending the respective times limited as aforesaid by the Order of 1898 for the compulsory purchase of lands and for the completion of the railway NOW we the Light Railway Commissioners being satisfied of the expediency of granting the said application do in pursuance of the Light Railways Act 1896 and by virtue and in exercise of the powers thereby vested in and of every other power enabling us in this behalf ORDER as follows :—

Short title. 1. This Order may be cited as "The Bridlington and North Frodingham Light Railway (Extension of Time) Order 1901" and shall come into force on the date on which it is confirmed by the Board of Trade.

Incorporation of general Act. 2. Part II. (Extension of Time) of the Railways Clauses Act 1863 is hereby incorporated with this Order.

Amendment of Order of 1898. 3.—(1) Section 14 of the Order of 1898 (Period for compulsory purchase of lands) shall be read and have effect as if the period of five years had been named therein instead of three years.

(2) Section 20 of the Order of 1898 (Period for completion of works) shall be read and have effect as if the period of seven years had been named therein instead of five years.

(3) If the Company purchase or acquire any house or houses under the powers of the Order of 1898 in contravention of the provisions of Section 18 thereof they shall be liable to a penalty of five hundred pounds in respect of every such house which penalty shall be recoverable by the Local Government Board by action in the High Court and

Bridlington and North Frodingham Light Railway (Extension of Time) Order, 1901. 5

shall be carried to and form part of the Consolidated Fund of the United Kingdom: Provided that the Court may if it think fit reduce such penalty. For the purposes of the said Section 18 the expression "house" means any house or part of a house occupied as a separate dwelling.

4. All costs charges and expenses of and incident to the preparing making and confirmation of this Order or otherwise in relation thereto shall be paid by the Company. Costs of Order.

This Order made by the Light Railway Commissioners is hereby confirmed in pursuance of the provisions of Section 10 of the Light Railways Act, 1896.

Given under the Seal of the Board of Trade this Sixteenth day of July One thousand nine hundred and one.



G. W. BALFOUR,
President.

T. W. P. BLOMEFIELD,
Assistant Secretary.

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